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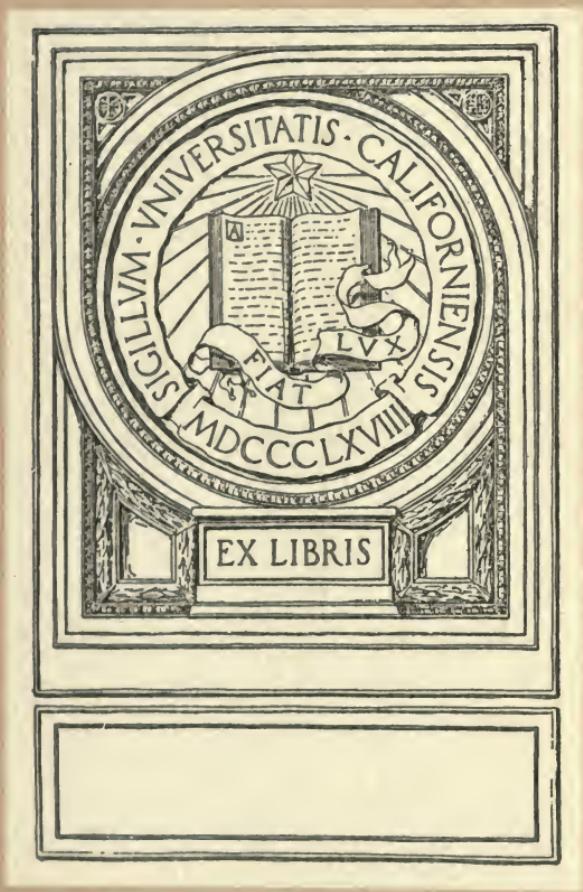
State Conference On Kentucky Problems

HELD AT

University of Kentucky, Lexington
March 4-5, 1919

Program and Addresses

Kentucky Council of Defense





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PROGRAM

STATEMENT OF PURPOSE.

This conference is called by the Kentucky Council of Defense to consider various matters arising out of the War and Kentucky's relation to them. No program can include all phases of the many problems confronting any commonwealth. Some of them, however, have been selected for discussion and arranged for presentation by able speakers.

It is expected that those who were associated with the Council of Defense as well as those connected with any phase of war work will attend. In addition there should be many others who would be interested in the program. To all these a welcome is extended and an urgent invitation given to be present.

For information regarding program address Kentucky Council of Defense, Inter-Southern Building, Louisville, Ky. For details concerning local arrangements address Dr. Frank L. McVey, President of University of Kentucky, Lexington, Ky.

I

TUESDAY, MARCH 4, 10 A. M.

Assembly Hall, Administration Building.

The General Problem.

1. Call to order by Edward W. Hines.
2. Community Singing, led by Professor Lampert.
3. Statement of Purpose of Conference,

Edward W. Hines, Chairman of the Kentucky
Council of Defense.

4. The General Situation,
 - (a) Some of the Problems,
Frank L. McVey, President of University of Kentucky.
 - (b) National Problems After the War,
Arthur W. Macmahon, Asst. Chief of Federal Agencies Section,
Council of National Defense.
5. Discussion.

6. The Soldier on the Land,

Prof. Ellwood Mead, University of California and Adviser to
Department of Interior (E. W. Burr, District Counsel,
United States Reclamation Service, Denver, Colorado, took
the place of Professor Mead, who was prevented by official
duties in Washington from attending the Conference.)

II

TUESDAY, MARCH 4, 2:00 P. M.

Assembly Hall, Administration Building.

Some Educational Problems.

Hon. V. O. Gilbert, State Superintendent of Public Instructions,
Presiding.

1. Community Singing.
2. The Rural School and What to Do With It,
Miss Charl O. Williams, County School Superintendent,
* Memphis, Tennessee.
3. The Moonlight School,
Mrs. Cora Wilson Stewart, Chairman of the Kentucky
Illiteracy Commission. (Hon. Edwin P. Morrow, Somer-
set, Ky., took the place of Mrs. Stewart, who was pre-
vented by illness from attending the Conference.)
4. Care of Defectives,
Dr. Archibald Dixon, Henderson, Kentucky.
5. Educational Bills in Congress,
Prof. George Baker, University of Kentucky.

III

TUESDAY, MARCH 4, 8:00 P. M.

Assembly Hall, Administration Building.

Community Organization.

Hon. James D. Black, Lieutenant Governor of Kentucky, Presiding.

1. Community Singing.
2. What is Community Organization?
James E. Rogers, Field Secretary of War Camp
Community Service, New York City.
3. Examples of Community Organization,
Dr. Henry E. Jackson, U. S. Bureau of Education.
4. What the Food Administration did in Community Organization,
Fred M. Sackett, Federal Food Administrator for Kentucky.
5. Elimination of Illiteracy by Community Effort,
Professor R. P. Green, Western Normal School,
Bowling Green, Ky.

IV

WEDNESDAY, MARCH 5, 9:30 A. M.
Assembly Hall, Administration Building.

Community Organization (Continued).

Hon. Mat S. Cohen, Commissioner of Agriculture,
Labor and Statistics, Presiding.

1. Community Singing.
2. Rural Sanitation,
Surgeon L. L. Lumsden, U. S. Public Health Service,
Miss V. Lota Lorimer, Director of Lake Division, Red Cross
Nursing.
3. Discussion.
4. The Kentucky Health Problems,
Dr. Arthur T. McCormack, State Health Officer of Kentucky,
Late Chief Health Officer of Panama Canal.
5. Discussion.
6. The Councils of Defense and Community Organization.
Arthur W. Macmahon, Asst. Chief of Federal Agencies Section,
Council of National Defense.
Mrs. Helm Bruce, Chairman Kentucky Division, Woman's
Committee, Council of National Defense.

V

WEDNESDAY, MARCH 5, 2:00 P. M.
Assembly Hall, Administration Building.

Community Organization (Continued)

Dr. Frank L. McVey, President, University
of Kentucky, Presiding.

1. Community Singing.
2. The Elements in Community Organization,
 - (a) Good Roads, Rodman Wiley, State Commissioner of Highways.
 - (b) Women's Clubs, Mrs. Lafon Riker, President, State Federation of Women's Clubs.
 - (c) Commercial Organizations, Charles F. Huhlein, Louisville, Kentucky.
 - (d) The School, Miss Elizabeth Breckinridge, Louisville Normal School.
 - (e) The Church, Professor C. S. Gardner, Baptist Theological Seminary, Louisville, Kentucky.
 - (f) The Choral Society and Community Singing, Dr. A. J. Gantvoort, Cincinnati College of Music.
 - (g) Play and Recreation, James E. Rogers, Field Secretary, War Camp Community Service.
3. Adjournment.

TUESDAY, MARCH 4, 1919.

Morning Session.

EDWARD W. HINES, Chairman of Kentucky Council of Defense,
Presiding.

Statement by Chairman of purpose of Conference:

This Conference was called by the Kentucky Council of Defense upon the suggestion of President McVey, who indicated that it would give the University of Kentucky great pleasure to act as host to such a conference. The Council of Defense was merely the instrument for calling the conference. Now that you are here the conference is yours.

It seemed fitting that after the fighting in the Great War had ended in a military victory for America and her Allies, the patriotic men and women of Kentucky who at home had stood behind our fighting men and whose untiring work in so many forms had helped to make victory possible, should come together to take account of what remains to be done to make that victory effective and to make sure that our soldiers and sailors who have given their lives in the great struggle for democracy and justice shall not have died in vain. The Great War has shown us many things in our American life which need to be changed if our democracy is to endure, and it has also shown us some of the instruments by which the needed changes may be wrought.

Community organization and co-operation alone have made possible the wonderful achievements of the various war agencies which have been such important factors in helping to win the war, and we must find the way to make effective that same spirit of community co-operation for the solution of our peace-time problems.

During the war the men, women and children of Kentucky have been ready to make almost any sacrifice they were called upon to make for their country, and if we could have throughout this land of ours that same readiness to serve the public in times of peace, we would have an ideal democracy. And while that ideal state is not to be expected we must at least make an earnest effort to preserve for the solution of our peace-time problems as much as we can of that spirit of public service which has been developed by the war.

We have asked you, therefore, to come here, that we may counsel together for the purpose of finding the way to keep alive that spirit of public service and to make effective for the solution of the problems which now confront us that spirit of community co-operation which has been such an important factor in the success of the various war activities which have been carried on by our civilian army at home.

It is for that reason we have given community organization such a large place in the program. But an abstract discussion of community

organization would be of little value, and so we have given an opportunity to consider the various elements of community organization and some of the Kentucky problems in the solution of which community organization and community co-operation may be important factors.

Education in the broadest sense is the foundation of every true democracy, and no democracy can long endure unless its citizens are prepared for the duties of citizenship. To make the world safe for democracy does not give assurance that democracy will exist throughout the world. It is a noble thing in some great crisis to die for democracy, but it is a more difficult thing to live for democracy. Men may differ as to what democracy means, but I do not think any intelligent man or woman will deny that if the people are to rule they should be taught the principles and obligations of citizenship. And so the chief aim and end of our educational system should be to teach not only our boys and girls, but our men and women, to be good citizens. And the foundation principle of good citizenship is a due regard for the rights of others. It has been said that democracy is the application of the golden rule to politics.

We have the problem of capital and labor because the employer and the laborer each is so intent upon his own rights that he cannot see the rights of the other. The employer with a college education who is not willing to give up something of what he deems to be his own rights for the public good may be even more unfit for the duties of citizenship than the uneducated laborer who is equally insistent upon what he deems to be his rights. Education in good citizenship, therefore, is our greatest need, and one of the things upon which we hope to get light from this conference is how community organization and community co-operation may help to solve this problem. In all our discussions we must not forget that it is only by hard work and patience that the things which we are hoping and longing for can be accomplished.

Address by Dr. Frank L. McVey, President of Kentucky University.

Subject: "Some of the Problems Before the State Conference."

In looking backward over periods of history, men are able to mark very definitely, certain epochs in the progress of mankind. Curiously enough, most of these are indicated by wars, largely due to the fact that the historian has given his time and effort to a study of the doings of princes, potentates and sovereigns rather than of the common people.

So it is that we consider the year 490 B. C., when the Battle of Marathon took place, as one of the great epochs and events in the history of Europe. A little band of Greeks were able to keep the Persians out of Europe and to hold for that continent the Grecian civilization with all that it meant. More than 800 years afterward at Adrianople, 378 A. D., the Huns defeated the Greeks and were able to make their way into Southern Europe. Fortunately enough, however, they were absorbed by the Southern European civilization and did not have the modifying effect that would have taken place if a more advanced people had won the contest. In Spain the Saracens had built up a considerable civilization. It was Moorish in character, and in their attempt to force the Franks into submission, they were defeated in 732 A. D., and once again Europe was saved for western civilization. Again, in 1066 the Normans won the Battle of Hastings, pressing upon England their mode of living, their architecture and customs. Then come other outstanding events such as the Magna Charta and periods like the Thirty Years' War, the Seventy Years' War, the American Revolution, the Napoleonic War, our own Civil War, the Franco-Prussian contest, and now last of all the Great War.

It may be expected, however, that men will see in this last event something more than a contest of arms. The periodical press is filled with discussions of the far-reaching consequences of this war. It is very clearly indicated that if out of it comes a great League of Nations, the contest will not have been in vain if there is even a possibility of a permanent peace. Men see in this change of view a great historical epoch. Many of them believe that a new church with a larger liberality of view, new energy of purpose and higher spiritual aim will be evolved. Others see visions of a wider democracy, in which education shall be adequate, effective and efficient. In fact, a new condition under which every citizen shall have larger opportunity, more leisure, and a higher viewpoint of life is bound to come to pass. Men are expecting that a better spirit will be brought into existence as a consequence of the many needs that have been shown by the agency of this war. The weathervane of opinion points to the need of better citizenship.

Something more than an academic question is raised when it is asked whether these things are to be realized. It is true that we can fall back into the old rut, let the church go on as before, democracy blunder along as it has, and the government go about its business more or less ineffectively. But, if these things are possible, they are worth while trying to get, and the significance of this Conference lies in the fact that there is a feeling that these things can be brought to pass, if an earnest endeavor is made to get them. All of us are anxious to see Kentucky in the vanguard, and it is possible to place her there even with the handicaps under which she labors. If we can see the needs of the Commonwealth for the next quarter of a century there is thus set up a very definite task, and, on the

whole, one that can be met, and the necessary steps taken to bring the results.

This Conference has been called for the purpose of discussing Kentucky problems. Perhaps it is desirable at the beginning to ask, "What is a problem?" Then find out the specific things that stand before us here in Kentucky.

A problem is something to be solved; it is an attempt to relate cause and effect, and to determine how the two are associated and connected. In a general way these problems which face us in Kentucky concern individuals, the community, and the State. The individual is concerned, in so far as the conditions of the heredity of his children are affected, and in the environment in which he lives, and in which they in the future will have to live. The two things re-act on each other. When we turn to the community, we find a group of individuals acting more or less together in the every day conduct of life. The tendency has been for these units to act alone and to act selfishly. When a community has grasped what it can do when its members act together, it will have taken a long step toward the accomplishment of many things. The State occupies a much larger area and is affected by a broader sweep of economic, sanitary and moral factors than in the instance of the individual. In the conduct of commerce and trade, transportation of the products of industry, economic laws affect and modify the situation. There are besides these sanitary, economic and moral conditions, those which apply in the conduct of the state's business and its affairs. In the final analysis, however, all of them are educational in character.

It is suggested above that these problems are of a general character. They, however, may be more specifically discussed, and, while it is not possible to deal with all of them, it is possible to present for casual consideration matters relating to education, public health, industry, efficient government, and community organization.

It is pretty generally considered that everywhere, and particularly in our own commonwealth, we need a better school system. It is gradually dawning upon the citizenship of this State that more attention must be paid to education. We find that our children are handicapped when they come into competition with children from other commonwealths, and that it is necessary to take hold of this matter not as a private question, but as a public one. There are in Kentucky about 500,000 children of school age, but to meet the needs of these children as they come on from the grades into the high schools there are but 250 high schools, public and private. Probably 2,200 seniors annually complete the high school course, and from this the State depends for its leadership. Instead of a number a little better than 2,000, there ought to be at least 7,000 to 8,000 seniors completing the high school course, and, in so far as they fail to do so, the State is affected in its larger intelligence, better government, and in its attempt to secure necessary leadership for better things.

We have discovered too, that the program of the schools should be modified. Modern life requires accuracy of thought, and the results that are now being obtained do not seem to secure the ends that are desired. More emphasis should be placed upon the sciences, and the application of the arts to practical things should be steadily maintained in school courses. It is true that the Federal Government is attempting to do this in the new legislation that is being provided under the direction of the Federal Board for Vocational Education, but this is merely a start, and programs everywhere ought to take into effect the necessity of impressing upon students the accuracy of thought, so that when they are charged with the responsibility of carrying on the affairs of the commonwealth, they will do it in a clear-headed way instead of in a mushy and sentimental way. We know too, that the making of citizens is a great deal more difficult process than we supposed. The war brought to us more clearly the fact that a great many people living in America are not quite as good citizens as we supposed. Too many of them had no knowledge of our government or of our history, and, consequently, went astray when problems of great importance arose. The schools probably have been as defective in this as in anything, and new emphasis should be placed upon the making of real citizens.

In addition to these problems of education, there is still another that looms large in America. When the facts have been made known, it appears that the average school child does not attend school in the United States much beyond the sixth grade, and there are still others who are unable to read and write. Thus the percentage of illiteracy in this country is said to be 7.77 per cent, while in our own State it reaches the disturbing figure of 11 per cent. It makes no difference what the reasons are for this illiteracy, it nevertheless constitutes a dangerous thing. Such a condition makes possible appeals to a large part of the adult population through superstition and ignorance because they can not inform themselves in other ways. Hence, one of the things which our commonwealth must face is the elimination of illiteracy, and every effort should be made to bring it about at an early date. This means better schools, better teachers, more money for the support of education and the insistence upon the enforcement of the compulsory educational law.

The publication of the facts relating to the personnel of the army brought forth an amazing number of important matters. In the first place, it was found that a high proportion of the number of men called to the colors were physically unfit. The older the community, the larger the percentage, and for the whole country, it indicated that practically forty men out of every hundred could not qualify under the standards established by the War Department. Such shortcomings in the physical qualities of the manhood of the country is rather alarming and must be corrected. We have gone on the sup-

position that the number of unfit would not be very large, but now we know that we must undertake the correction of this defect.

It is also noted in the publications of the army that venereal diseases had reached an alarming percentage. For our own State the quota was 3.77 per cent. However, this was about the average of all the states. Still it is too high, and the War Department has clearly indicated that something can be done to check it by actually giving widespread information and instruction as to the dangers of the situation. The removal of the saloons by national prohibition both in scope and purpose will materially affect this condition, and ought to help in the gradual removal of such diseases. But it cannot be done if we simply stand aside and allow the problem to remain an individual matter. It must become a public question, accepted by the State as such, and carried out with all the vigor which the commonwealth could bring to bear upon such a problem.

During the recent influenza epidemic it was discovered that we were by no means prepared for such a wide-sweeping disaster. All of us have read with interest and care the effect of the black death in the Fifteenth Century, but devastating as that was, it did not begin to carry off as many citizens as the recent influenza epidemic in the year of our Lord, 1918. The experience with this epidemic indicated that some very effective program for sanitation and better and more extended educational facilities for the enlarged training of nurses are necessary. The American Red Cross now has in mind the establishment of a Home Service that will attempt to meet the situation in some degree, but the American Red Cross is unable to do this alone. It must have the co-operation of the State government, of the local governing bodies, and of the school. With all of these combined, it is possible to make provision for future difficulties and to set up a larger organization to take care of public health. But this is not sufficient. We must go further, and establish in our states adequate public health organizations, which shall establish adequate facilities for the care of disease.

The basis of any commonwealth's development is, of course, its industry. Out of the ground, men must take wealth, and from nature they must find the materials and the means for supporting and maintaining life. The earliest of these industries associated with the soil is agriculture, and we have now reached a stage in the development of population where greater measures of conservation of the earth's surface must be undertaken. Agriculture has been pursued for thousands of years, but a new agriculture is now coming, which is capable of greater production. If we are to have an independent people within the borders of Kentucky, there must be constant renewal of the soil, and any type of agriculture, which tends to reduce its fertility, simply points to the fact that we are riding for a fall. Probably more progress has been made in the field of agriculture than any other industry, but much remains to be done not only in securing better methods of

cultivation, but in marketing the product and in securing the distribution of the wealth, which comes from nature, in an adequate and satisfactory manner. Our mining, lumbering, and oil industries need encouragement by the right kind of legislation. In legislation the State could hardly make grants in the form of money or exemption of taxation, but in better transportation facilities, better roads, in lower rates for the movement of freight, and in the finding of adequate and satisfactory markets.

Beyond these important matters is another that calls for still greater emphasis. I have reference to the relation of capital and labor.

In our system of society capital is derived from all ranks and is conducted in corporate form, while labor tends to be more and more organized as units for the purpose of securing its rights. Left alone, conflict between these two great factors is bound to arise, and, unless understanding between them is brought about, disaster is pretty sure to result. It is necessary that labor shall have acceptable conditions to work under and a livable wage—a wage that will give leisure and opportunity for better living. On the other hand capital must be assured of existence—an opportunity to work without interruption. These are the conditions, and it is possible to work out a cooperative relationship between the two that will remove many of the difficulties that now exist. One of the great problems before a conference of this kind as well as before representatives of capital and labor, is the establishment of a working plan by which both can conduct industry and still do so to the best interests of the people of the commonwealth.

The history of the centuries has shown, again and again, that ineffective, despotic government places a heavy burden upon industry and brings disaster after disaster to the attempts of the people to make progress in their civilization. Applied more specifically, we must learn that local, state, and national government must be effective. In order to be so, it is essential that it should be free from graft, and that the men who conduct it shall be farsighted and possess some vision as to the future. We are reaching a stage where the conduct of government by men, who are conducting it for their own purposes, must be set aside, and in its place substitute a new type of government officer, who will have before him the ideals of service. The state can be helpful to the local government in insisting on the same point of view. By careful systems of taxation, well organized and developed on right principles, it can encourage rather than discourage the development of industry. And by its oversight, education, and care of defectives, it can insist upon the enlargement of leadership, and, at the same time, prevent the development of parasitic groups that are likely to be a burden upon the people. With all of these plans for the future must go, as already indicated, an adequate system of taxation. When once viewed from this way of looking at the matter, State

government becomes something more than a contest between parties. It becomes a matter of vast importance to the commonwealth as a whole, and certainly the commonwealth must see sooner or later that the kind of government which it has, is a help or a burden to its citizenship.

Behind all of these problems is the great question of organization. What is nobody's job is never accomplished. No one individual is going to take upon himself the correction of these difficulties. It is only by organization beginning in the communities that we can get better results and a higher type of community. The war has shown that in every community is an ardent patriotic spirit that can be called upon when aroused to do the necessary things. Times of war bring this spirit to the front, but when the ordinary routine of peace comes, this spirit of patriotism drops back and the consequences are that the community continues to move along in the old rut. There is a new responsibility, in view of all of the things that have been thus pointed out, falling upon every community, and that responsibility must be recognized and accepted by the leaders in the different communities. It is not within the scope of my discussion to point out how this organization can be accomplished. It is necessary that it must be brought to pass at an early date, if we are to accomplish the results hoped for.

Certain it is that these conditions indicate a new and larger responsibility of citizenship. It is a commonplace saying that democracy rests upon her citizenship; but, if we go no further than that and make no effort to produce a better type of citizen then democracy is bound to fail. When it has been tried and failed, the analysis of the situation points to the lack of vision. The old Biblical prophet put it, "For lack of vision, the people perish." We have had our imaginations aroused by this great war, and every man in the street sees that a new turning-point has come in the history of the world. So vividly does he see it that in some countries he has come to the point of saying that the old regime cannot last, that there is no good in it. So, he has turned to a dreamy, irresponsible type of democracy that fails to understand the practical problems of government. It is essential that we in this Commonwealth of Kentucky shall not only recognize the turning-point in the history of the world and grasp some idea of the great awakening that has taken place, but that we should also take steps to carry out some of the things hoped for, and, from the point of view of our own future and our own necessities, take upon ourselves the responsibilities that the new type of citizenship calls for.

Address by Arthur W. Macmahon, Assistant Chief of Federal Agencies Section, Field Division, Council of National Defense.

Subject: "National Problems and Community Organization."

Mr. Macmahon said in part:

During the war the energies of the country were being gathered up in its tens of thousands of remote localities and, having been brought to a focus in the national government, were pressing out toward the distant battlefield. After the armistice the tide turned and began to set back upon the communities. Even in war-time, national problems could not be met unless the smallest and most distant neighborhoods were reached. It was natural that the Council of National Defense, in its recommendations to the war organizations in the states, should have put increasing emphasis upon the integration of the ultimate communities. After-war problems call in even greater degree for community initiative. It is natural that the keynote of the Council's present message to the defense bodies with which it has co-operated should be the earnest suggestion that they build now toward permanent community organization.

We have entered upon a difficult period of readjustment which we call "reconstruction." It grows out of the extraordinary conditions of the war, on the one hand, and merges, on the other side, into permanent problems of American life. Those who have worked in war organizations are not discharged until the more critical at least of the phases of this period have been passed. In attacking its problems they can happily build, not for a day, but for the future. Reconstruction, at least under American conditions, means primarily the recurrence of old and standing issues. Unemployment, friction regarding the wage-scale between employers and employees and between skilled and unskilled and between men and women employees, the assimilation of alien elements, the final abolition of illiteracy, the removal of the conditions which made unfit 38% of the young men called under the Selective Service Act—all these and many other problems associated with reconstruction are not new problems in the United States.

The war, however, has done at least three things to old problems. In the first place, it has made certain of them exceedingly acute. Such center chiefly around the unemployment which has followed the demobilization of our armies and the cessation or curtailment of our so-called war industries and around the adjustment of the price levels of basic commodities to a point where the energies of business, temporarily stagnated, can again resume a normal rate of flow. In the second place, the war has heightened all our old problems by arousing expectations in the minds of our people. Nations

cannot hold, as the Allied Nations have done in waging the war, that there are wrongs in the redress of which no price is too high, without thereby engendering the demand that something of the same indignation, high courage, and organized attack shall be brought to bear upon many crying abuses in our national life. You are here today, I take it, because the war has awakened such expectations in Kentucky and has made all the standing problems of your State seem more serious than ever before. In the third place, not only has the war sharpened some of our problems and lifted all of them, but it has given us as a people a new skill in the technique of organization and an eagerness to try upon the problems of peace the tools which were so effective in coping with the necessities of war-time. Although it is wholesome to remember that the war was fought because of international wrongs and on behalf of international remedies, it has yielded remarkable by-products along domestic lines. It would be criminally wasteful and an invitation to discontent not to make the most of these by-products now in the previous moment when the iron is still hot.

Some of our after-war problems, as price readjustments, railroads, shipping, are national in the sense that by their nature they must be met primarily by agencies of the national government. Others, like the many exceedingly urgent problems involved in the reception, re-employment, and reacclimatization to civil life of returning soldiers and war-workers, are and cannot help being primarily questions which the men's own communities must meet. Nearly all, however, are at once national and community problems. They are national in the sense that they involve the foundations of American life and that their neglect in any one part of the country cannot remain a matter of indifference to the rest. They are community problems, even when agencies of the national government are at work upon them, in the sense that the attempted remedies act upon the air and are in the end sterile unless they are made effective through the organization of the life of minute localities. It is easy to multiply examples of national activities which rest ultimately upon community organization. We are profoundly disturbed by the growth of farm-tenancy and propose that some how or other still easier credit than obtains at present shall be made available to the dwellers on the soil; no plan can be suggested which will not involve the voluntary association of groups of neighbors. We talk of the cost of living and invoke the aid of national agencies, at present of the Post Office Department especially, to bridge the gap between producers and consumers; their assistance is futile until co-operation has been effected in both country and city. The United States Department of Agriculture, in collaboration with the land-grant colleges in the states, has built up one of the most remarkable educational organizations in the world; it nevertheless must rely in large part upon the voluntary associations which rise up in communities to meet its agents to make its work actually effective. These random illustrations indicate that the

instrumentalities of government, both national and state, are depending more rather than less upon what we call community organization.

We mean by community organization, obviously, an organization which is public in the sense that its purposes and its membership embrace all residents in the community, but which is non-governmental in the sense that it is voluntary, personal and informal in character. It is thus separate from the local government proper, although it is closely allied to it and is constantly tending to enrich and strengthen it. Community organization is flexible and capable of experimentation; it can run ahead of governmental agencies and, when it has demonstrated the success of some enterprise for the general good, can transfer it to the hands of the regular government. In addition it can carry on permanently the many activities which are essentially public in nature but which are possible only when people are banded together personally and voluntarily. Community organization insists upon the comradeship of all residents in the same locality who, simply because they are people and live near together, have in common certain great interests which must never be obscured by other differences. At the same time, community organization recognizes the existence of many special local problems which call for special organization. In the sense in which it is understood and advocated by the Council of National Defense, the organization of a community does not block the way to such special forms. Rather it facilitates their formation when they are necessary and allows them to preserve the special connections which their work makes necessary, as the connection of a Farm Bureau with the Department of Agriculture; without abolishing diversity, it preserves the ultimate unity of all community endeavor.

What shall be the basis of community organization, when we build it in these challenging days of reconstruction to last into the future? The Council of National Defense is acutely conscious that community organization is wholesome only when it is accommodated, both in area and in structure, to the peculiarities of each locality. The Council does not attempt to suggest more than general principles. It believes now, as it has urged throughout the war, in advocating Community Councils of Defense, that it is desirable and possible to combine two principles of organization which are sometimes represented as antagonistic. The first of these insists that the community organization shall include all of the residents of the community, but as individuals and only as individuals. It concedes the need of special committees, to be sure, but brushes aside all existing bodies of a special character—granges, churches, clubs, chapters and the rest—and attempts to organize the whole community afresh upon the democratic foundation of universal individual membership. The second principle, on the other hand, recognizes that there are a variety of local interests and that in most communities people are already

grouped together in churches, Red Cross auxiliaries, agricultural clubs, commercial organizations and the like. This principle retains such bodies and forms the community organization by federating them. The Council of National Defense thinks that each of these principles of organization is, by itself, incomplete and inadequate and that the best forms of community organization are secured by blending them. It has accordingly always recommended that the community organization shall be built upon the membership of all the residents in the locality and that, at the same time, the leaders of all special bodies which touch public problems shall be brought together and associated with the management of the community organization. In the stress of war, when speed was all important, relatively more emphasis was necessarily placed upon building Community Councils out of the bodies already existing. Even then, however, the Council urged that Community Councils, as the ultimate links in the chain of defense, should be inherently popular and not merely tight little groups of leaders. Now that the time has come to build permanently, less emphasis must be given to the federation of existing agencies and more to the element of a broad and inclusive membership as the basis and source of control of every community organization. Not only that, but the community organizations which have grown up in war-time must now be overhauled, to make sure that they rest upon this element and are in fact organizations of whole communities.

How shall the impulse toward thoroughgoing community organization be kept alive and carried from place to place, until every locality has been covered? During the war, and, the Council of National Defense hopes, during the continuance of the present period of readjustment also, the State Councils of Defense and State Divisions of the Woman's Committee of the Council of National Defense together have acted and will act as centers of leadership for community organization. The Council of National Defense, under the act of August 29, 1916, which established it before our entrance into the war, is itself a permanent body and will undoubtedly continue, even after the period of reconstruction has passed, to study quietly the problems of industrial mobilization. Above all, speaking from its experience in the war, the Council hopes that permanent centers of leadership for community organization will be established in the states. The Council suggests that the essential advisory leadership to communities can be most effectively rendered by a state bureau which will represent jointly the various branches of the state government which have to do with the organization of community groups as a necessary incident to the discharge of their duties. Women should be associated with such a bureau; in view of the large role which they actually play in all community undertakings, it is only fair and wise that they should be very directly in touch with the source from which suggestions will emanate. An example of the general type of bureau which the Council of National Defense has in mind is afforded in the

so-called State Bureau of Community Service of North Carolina, which represents jointly the State Departments of Education, Agriculture and Health, the State College of Agriculture and Engineering, the State Normal and Industrial College, and the State Farmers' Union. The Council of National Defense is not prepared to say whether in its details this is the best form even for North Carolina; certainly it recognizes that the type of bureau in which leadership for community organization can be most effectively embodied, is conditioned by circumstances which vary from state to state. It hopes that, in the interval which is now conveniently afforded before the next session of your state legislature, you will study how this problem can best be met in Kentucky. The Council is confident that the establishment of a permanent agency which can, by correspondence and field workers, quicken and sustain the already widely spread impetus to effect community organization, which will be a clearing house for the experience of organized communities, and which will be a channel through which the departments of the national and state governments can reach these communities, is a necessary step in keeping for all time one of the finest fruits of the war.

In an empire it used to be said that all roads lead to Rome. If a democracy is real, all roads lead home. We mean by "home" the ultimate and intimate communities in which people are born and live and die and in which their life is made either rich and varied or meager and monotonous. We do not ask for insularity or a small outlook when we say that all roads should lead home. Rather we ask that the whole world shall come to each countryside and that the resources of the whole government shall be effective in each block. This is not possible when there is merely apathetic reliance upon distant centers of government. It becomes possible only when communities themselves are organized to express their innate initiative and to receive the many services which the governments of state and nation stand ready to put at their disposal.

TUESDAY AFTERNOON SESSION.

HON. V. O. GILBERT, Superintendent of Public Instruction of Kentucky, Presiding.

Addresses by Miss Charl O. Williams, County School Superintendent, Memphis, Tennessee; and

Professor J. Virgil Chapman, Supervisor of Rural Schools for Kentucky.

Subject: "The Rural School and What to Do With It."

Miss Williams:

The subject of the rural school in the South never seemed so attractive to me nor so full of possibilities as it does today when

I have just come from Chicago, that Mecca for hundreds of thousands of Hungarians, Sicilians, Poles, Russians, Germans. The crowded, noisy, dirty, poverty stricken districts of the city with all of its boasted advantages, suffer in comparison with the fresh air and the open fields of the small town or country, and the pure Anglo-Saxon one hundred per cent American population of the South is an asset too great to be estimated.

To my mind the so-called negro problem of our section pales into insignificance and becomes no problem at all compared with the large, foreign, non-English speaking population that infests other sections. The negro is first of all an American, and he loves the Flag that freed him, while it may take many generations to make Americans out of the conglomerate mass of people of Bolshevik tendencies. We are not sure of results even then. At least our experience thus far has not been a pronounced success.

For ten years, according to my observation, the rural school has occupied a prominent and generous space on every program of every State or National Meeting on Education, and yet the nation-wide progress does not seem to have been made that one might expect in this field of endeavor. The "Back to the Country Movement" will end in a miserable failure, and the agitators may plead in vain unless some real education is substituted for the hopeless makeshift now offered to our country population. Ambitious, enterprising people are not going to send their children to the average one and two-room school today and not one of us could honestly advise it.

The needs of the rural school of today are definite and immediate, and the changes in some sections must be sweeping and radical before anything worth while can be said to have been accomplished. The needs of this much talked of institution sound simple—a building, teachers, children.

No mean type of building will satisfy the people we are trying to coax back to our farms today. This temple of childhood should be beautiful—good to look upon—and should set the standard for architecture throughout the whole community. The essentials of heating, lighting and ventilation should be overlooked by one skilled in the business. The modern school in the country should provide for sufficient class-room space to prevent overcrowding, for play-rooms, rest-rooms, hot-lunch room, laboratories for physics, chemistry, agriculture, home economics and manual training, library, community-room and auditorium. The authorities who construct such a building may confidently look forward to the time when it will be the real center of all community activities.

The equipment should be of the best type and in keeping with the building. Not less than five acres—ten would be better—will suffice for a school of this kind. A principal's home and a janitor's house on the school campus should be a part of the school plant. The school grounds should be made beautiful with trees and shrubs and suitable

portions equipped with playground apparatus for the little children and other portions laid off for basketball for boys and girls, base-ball, and tennis for the teachers. A gymnasium will make it possible to keep these sports going in inclement weather and in the winter time and even at night. We must prepare for a great scheme of physical education for it is sure to follow this war.

The interior of this building must be attractive and in such good taste that it will set the standard for good housekeeping and house-furnishing in the entire community. The country children should have the best in literature, music and art brought to them through good books and magazines, victrolas and pictures.

Such a school will be a failure in the beginning should the management of it be attempted by the teacher of the average one and two-room type. The minimum training for a task like this should be a good high school education followed by a two-year course at a Normal School. These teachers should from time to time as the work develops take special training at summer schools at the expense of the State. No better investment than this on the part of the State can be made. Salaries sufficient to allow study one summer and travel the next would bring in returns, the value of which can not be computed.

The teachers in this school should love country life and see the possibilities in it, should love the out-of-doors and take joy in teaching children the beauty of their native surroundings. Above all, these teachers must love people with all of their faults, and be able to reckon with the frailties of human nature, and believe in the final triumph of the good that is in us all. Teachers of this type are a genuine asset to any community and they should be so cared for in good homes that they will want to spend their week-ends in the community and come back year after year to the same school to teach.

It is barely possible for a one-room school to succeed, but the teacher of it would have to be a versatile genius. In order to furnish better teachers and better environment in every sense of the word, it has been found advisable to consolidate a group of small schools into one large school. In the average one and two-room schools there are not enough students in the classes to make the work interesting for teacher or pupils, which alone would be sufficient inducement to consolidate. The one-room school must go, wherever possible, and give place to a better school, if the type of education given to our children is to materially improve.

Where road conditions permit, the children can be transported to the central school in motor trucks; when the climate is not too cold or the routes too long horse-drawn wagons are very satisfactory. When a school is discontinued a much better substitute must be provided, else people may rightfully ask, "Why must we go so much further for the same thing we were getting at home?" If comfortable wagons and competent drivers are provided and the consolidated

school is of the type it should be, the children themselves will never give it up.

Adequate supervision must be provided to keep a system of rural schools functioning properly. No Superintendent, man or woman, no matter how trained, efficient or active he may be, can do all that is required of a County Superintendent of Schools. The question of supervision of City Schools, highly organized as they are, is no longer a debatable one. Why is it expected that County Superintendents can do more? The salaries paid County Superintendents are shamefully low; they are not securing the trained superintendents the schools should have and they never will. The salaries that are paid all employees throughout the school systems must be materially increased, else we shall take a backward movement at this period that will require a quarter of a century to overcome.

The South especially is not doing its full duty in the question of support for its schools. After four years of experience with tax levying bodies and the public at large, I have found that bonds and taxes are most unpopular. So strenuously do people object to paying taxes and so assiduously do they avoid them when possible that I have come to believe that the only revenue in the public treasury consists in the taxes the people could not escape paying. Such a viewpoint is entirely wrong. Some wholesome tax education is necessary if the schools continue to grow. The coming generations must be taught the cost of the education they want, and they must pay for what they get.

Our people have not yet fully realized that education is an asset and not a charity. It has been calculated by competent authorities that the per capita wealth of any State or Nation is in direct ratio to the per capita cost of education. The richest and most powerful nations in the world are those that have established good school systems, and they have not established good school systems because they are rich and powerful but they are rich and powerful because they have established good school systems. We have only to compare Russia and Mexico with England, France and America to note the truth of this statement.

The recent draft brought to light among much valuable information the fact that this country with all its boasted advantages has an alarming percentage of illiteracy. This is particularly true of the South with its large negro population. The chain is just as strong as its weakest link, so if this Nation is to successfully meet the issues it must inevitably face in the years to come, this Government of the People, and for the People must be administered by a People whose bodies are strong and vigorous, whose minds are keen and active, and whose spirit is noble and undefiled. Such a people can be produced only by an efficient system of nation-wide education.

You may be interested in what has been done with the rural schools of my county, Shelby County, the largest in Tennessee, the

county seat of which is Memphis, and is situated in the extreme southwestern part of the State. A good system of roads penetrates to the farthest corners and the lowlands are easily crossed even in high water by a system of levees and bridges. Shelby county's present school system dates back about twelve years, when a state law was passed abolishing the district unit and establishing the county unit of administration. All of the good things that have come to us in education may be traced back to the wise men who valiantly fought for this measure.

The system is administered by a High School Board of Education of six members—the County Superintendent being ex-officio member—elected by the County Court for a term of three years, two being elected every January; a County Board of Education elected by the people for a term of six years, five elected from the five school districts respectively and two from the county at large; and a Superintendent elected by the County Court for a term of four years. The Superintendent is given a very free hand in the administration of school interests and is paid a salary of \$3,350 per year, \$350 of which is paid by the State. An automobile, a Ford Sedan, with chauffeur for twelve months in the year, day or night, is at the disposal of the Superintendent, the entire expense being paid by the Board of Education. The Board believes that the Superintendent should be in close touch with State and National movements in education, so she is sent to the Tennessee Public School Officers' Association, which meets every January at the State Capitol, to the Department of Superintendence of the National Education Association, which meets in February and to the National Educational Association in July, her expenses being paid by the Board.

She is assisted in the discharge of her duties by specially trained supervisors, one for primary education and one for home economics and science. These two women use the Superintendent's car on Mondays, Wednesdays and Fridays in visiting the schools; Tuesdays and Thursdays are kept for office days when reports are made to the Superintendent and lesson plans are worked out; Saturdays are general conference days when many teachers come into the office for a friendly visit or for counsel and aid. These supervisors receive \$1,800 and are employed for the entire year. Their worth to the County Schools can not be estimated; they are loyally supported by the teachers and in turn are loyal to the Superintendent and Board of Education. It is their duty to pass on the qualifications of every teacher before he is employed; then to see that these teachers are placed in the schools where a maximum service can be secured from them; to see that the course of study is kept up to modern needs and that it is intelligently carried out in the schools; and to keep a general oversight over the school and community activities.

A Supervisor of Agriculture is employed at a salary of \$2,040 per year. He has charge of all the club work for boys and visits the school

in his own automobile. A secretary to the Superintendent and the Board is employed at a salary of \$1,500 per year. She is chief clerk of the office and looks after the clerical duties of the Superintendent. The fact that she has ten years of teaching experience in the Shelby County Rural and Suburban Schools makes her services invaluable. A stenographer is employed at \$960.00 per year, a bookkeeper who can also do stenographic work is employed at \$1,200 per year. Accurate reports are made quarterly to the County Court and annually to the State Superintendent. All the finances of the County Schools are handled in the Superintendent's office and every warrant is signed jointly by the Superintendent and Chairman. The Chairman of both Boards spends as much time as is necessary in the discharge of his duties and receives \$900 per year. The members of the Board receive \$240 per year.

A suite of offices is provided for the school forces in our beautiful million dollar court house, a building of pure Greek architecture that is the pride of the entire South. The imposing entrance, the marble stairways and corridors and the mahogany woodwork and furnishings give a beauty and dignity to the surroundings that are a genuine inspiration. Not many State Departments of Education in the entire country are so wonderfully situated as is the County Department of Education of Shelby County.

For work in the negro schools, three women supervisors are employed, \$25.00 per month being contributed to their salaries from the Jeannes Fund and they report weekly to the Superintendent. We regard this as a minimum force that can successfully supervise a school system as large and as highly organized as our own.

The consolidation of schools is practically completed in Shelby County; the movement has been going on steadily and quietly since 1907 when there were between ninety and one hundred one and two-room schools in the county. Today there are thirty-six white schools, twenty-two of which may be called consolidated schools with forty-three wagonettes and eighteen motor trucks, two hundred twenty-five white teachers and a scholastic population of eight thousand white children.

In the past seven years Shelby County has added new buildings amounting to \$525,000.00 exclusive of equipment, \$400,000.00 of which is a bonded indebtedness. A bill is now before the legislature asking for \$300,000.00 for additional buildings, and I have the promise of the Shelby Delegation that it will be passed this week. These school houses have been built by architects who understood, in the main, the business of building schools. They have steam heat, electric lights, water works, slate boards, cloak-rooms, play-rooms, laboratories for physics, chemistry, cooking, sewing and agriculture, hot-lunch rooms, libraries, community rooms and auditoriums that seat from two hundred fifty to one thousand people.

Most of the new schools have a small model dining-room, adjoining the school kitchen, where the girls may have the opportunity to study house furnishing and serving of meals and other phases of the work that any home-maker might be interested in. The entire furniture of this room, including china, linen and silver, is always bought by the community. Here the Superintendent, Supervisors and Board members are often entertained as well as parents and friends of the various classes. This is counted as a regular feature of the course of study and it is regarded as a privilege by the class that is chosen to serve the meals.

Not long ago I was invited out on Saturday evening to an eighth grade country school, four miles from a railroad to a dinner where a doctor just returned from France was a guest of honor. The five-course dinner was prepared and served by ten fifth and seventh grade girls, two little girls serving each course.

The table was correctly laid with six pieces of silver at each place, which with the china and beautiful linen is the property of the school. I recall that it was Washington's Birthday and that the place cards were designed and colored by these children and that the bon-bons and the réceptacles for them were also a part of their handiwork. The meal itself was delicious, such as might have been served in any well appointed home. At the close of the dinner the community gathered at the school and listened to excellent singing by the students and to a thrilling recital of recent events of this great war by the doctor. These girls had a practical demonstration of true hospitality and they learned some of the privileges and responsibilities of home-makers. This building is not new or modern but it happens to have the most complete "Home Making Department" in the county, because the principal there has a vision and the courage to live up to it. A large two-story addition was placed there three years ago and the lower room not being immediately needed for classroom, she asked that a partition be built in lengthwise the room with double doors in the center and that the walls be painted a soft gray. In one of the rooms there is ample space for the cooking and sewing departments, and in the other for the dining and living rooms, an imaginary line separating them. The furniture for the dining-room is of the William and Mary period, and the living-room furniture is in harmony with it, all purchased by the community. The brown rugs with the mulberry hangings and cream curtains at the windows and pretty pictures on the walls give a finish to the surroundings that may well make it the model for the entire neighborhood.

There are twenty-two well equipped kitchens in Shelby County, presided over by twenty-two well trained teachers who meet once a month in a special meeting of their own with the Home Economics Supervisor, at which the heads of this department at the Normal School and the City High Schools are regular attendants. A separate

course of study has been made for this department to suit our needs and to meet modern demands. Home Economics has come to stay in Shelby County; every girl from the fifth grade through the High School is required to take it and they never question it. Each year at the Tri-State Fair in Memphis about two hundred girls with their teachers hold regular classes in cooking, sewing, canning, laundry and ironing. To do this is looked upon as a privilege, and the classes take great pride in demonstrating to the admiring public how their work should be done.

The war gave great impetus to food production and today we have the most enthusiastic Pig, Poultry and Corn Clubs we have ever had, the boys and girls wanting pure bred stock for the most part this year. A large silver loving cup is offered the school this year that scores the most points in the Poultry Contest. For several years a cup has been given to the corn clubs.

In every community there is an active Parent Teachers' Association or some sort of community club which has for its prime object the betterment of school interests. These organizations stand ready at all times to assist the teachers in carrying out their plans. They contribute many things to the schools which the Board of Education could never afford to buy, such as pianos, victrolas, pictures, restroom and community-room furniture, hot-lunch room equipment, playground apparatus, china, linen, silver, flags, service flags, etc. Two years ago just before we became engrossed in war activities we made a detailed report of these contributions. They totaled in value \$16,500, which is the county's pro rata of a 4 cent tax levy.

The enthusiasm of these people for their schools is an inspiration to those who have the system to control. It has been wonderfully demonstrated this winter when four schools have gathered once a week at the gymnasium of the Memphis Y. M. C. A. to play basketball. Supporters of the teams numbered nearly four hundred people and they brought the evening meal with them, and spread it picnic fashion in the banquet hall where the "Y" served coffee to the entire crowd. Community singing and a general, wholesome good time followed. County officials and city professional men whose homes are in the county stayed in town to help their teams win. This is but one example of the real community spirit that has grown up about each school.

It would prolong this paper to an unreasonable extent to attempt to tell you of the many meetings and the many good times that are held in these auditoriums and community rooms. It is no uncommon thing and considered not a great undertaking to serve refreshments to one hundred and fifty people from the school kitchen. Being near a city, we often get splendid lecturers who are glad to go out in the county schools, and Memphis talent is heavily drawn upon by our ambitious, energetic teaching force.

The visits of one school to another through track meets, oratorical contests, basket-ball games, Pig, Poultry and Corn Shows and their united effort at the Fair is going to make for a wide friendship and a fine spirit of cooperation, when these youngsters grow up and have the affairs of the county to manage.

The greatest asset of our school system is the splendid teaching force of which we are justly proud. This year when many sections have not been able to open their schools for want of teachers, Shelby County has maintained the highest standard in its history. I have often said that the county schools are run on the minimum of funds and the maximum of spirit, for though we pay higher salaries than most counties in the State, these excellent teachers are not paid in proportion to the services they render. Teachers' meetings are held once each month in the court house and departmental meetings as often as possible. These teachers come from everywhere and they go everywhere for training. They are an integral part of the community and contribute the leadership so often lacking in small towns and rural sections.

The same thing may be said of the fine spirit of our negro teachers of whom we have two hundred. There are seventy-three negro schools and a negro scholastic population of 16,000 children. This is a large school system in itself, and presents a huge problem that we are honestly, earnestly trying to solve.

We have accomplished many things in education in Shelby County, but we know full well that we are only laying a foundation for a real system of schools. We feel that our big problem just now is to bring home to our people with telling force the difference between good schools and poor ones, to impress deeply upon them the fact that they alone are responsible if inferior schools are allowed to exist, and that the small additional rate of taxation required to maintain good schools is trivial compared to the lasting benefits to their children.

We believe the people can be educated along these lines and to that end we are now planning an educational campaign in our section of Tennessee. When this idea once begins to spread there will be a change in the attitude of taxpayers, and instead of begging for the funds that we are now given almost grudgingly and as though a favor were being bestowed we shall witness the miracle of the people demanding that their schools be adequately supported and that they be taxed sufficiently to meet the educational needs of their children.

Professor Chapman:

The greatest problem that confronts Kentucky, or the Nation, today is the rural problem. The most intricate phase of this problem and at the same time the most potent factor in its solution is the

rural school. It seems useless to declare that, even in the new light of a new day, the rural school problem is still unsolved. The chief reason for this condition is that hitherto we have not been able to concentrate the best thought and wisdom and determined efforts of our citizens upon its solution. We are to be congratulated, therefore, that our State is finally being aroused, as a slumbering giantess, from her lethargy, and that she is to enjoy, through the Council of Defense and other organizations, the loyal support and consecrated service of a more intensely interested and zealous citizenry than ever before in the improvement of her rural conditions and the beautifying of her rural life.

Practically all students of educational administration are now agreed that in order to meet the demands of the times some form of reconstruction and reorganization is necessary. It is generally conceded that our school system must be broadened and strengthened, the courses of study enriched and vitalized, and particularly that the work of the school system must be made to articulate with the life of the community. As the rural school has been neglected more than any other factor in our educational systems, it is evident that the readjustment of conditions, the equalization of opportunities, and the improvement of facilities must begin in the country. Here is the vital and fundamental element that will count so much in our national growth toward efficiency and democracy.

It is a source of gratification to me that in this assembly of patriotic men and women I am privileged to speak, though briefly, in behalf of the rural schools of our State. With the intrepid spirit of freemen, we have assisted in winning a great war, to make the world safe for democracy. Our brave boys, with patriotic fervor and dauntless nerve, have endured shot and shell, poisonous gas and liquid fire, to plant the banner of victory and democracy upon the ramparts of the most tyrannical and fiendish foe in all history, to check the onslaught of the bloody beast against every form of human right and human happiness. Now, as crowned with the laurel leaves of victory and decorated for bravery on foreign fields, they return to the land they love and serve so well, shall they find that we in "keeping the home-fires burning" are making "democracy safe for the world?" I affirm that, until Kentucky secures to the boys and girls of the rural districts advantages equal to those offered to children in the towns and cities, she has no right to boast of her democracy. Every girl in Old Kentucky is a daughter of the Commonwealth; every boy in all this great nation is a son of the Republic. The poorest child from the humblest home in the most obscure community in all the land is entitled to the very best instruction and the amplest opportunity to grow into the highest type of citizenship that the State can furnish. Until such inalienable right is secured and the country boy is given the same chance in the schoolroom as his city cousin, we should

cease to boast of our democracy and to talk about "a government of the people, by the people and for the people."

In the rapidly changing conditions, marvelous progress has been made in almost every line of human activity. With wonderful developments in all forms of industrial life, boys and girls have been deprived of much valuable home training in domestic arts formerly received in the home as a result of an economic necessity. Statistics show furthermore that there has been for a number of years a general nation-wide drift from the country to the town—a drift which, if not promptly checked, will eventually engulf both rural and urban population in the maelstrom of agricultural and domestic inefficiency and economic and commercial confusion.

Thousands of our most successful and enterprising farmers have left their farms in the hands of less successful and less enterprising men and have moved to town to educate their children. This is invariably a bad thing for the country and not infrequently equally as bad for the town. One of the greatest calamities that can befall a rural community is for the prosperous, public-spirited citizen, because the community is not progressive enough to maintain good schools and churches, to rent out his farm to a shiftless tenant, who cares nothing for the progress of the community, and move to the county seat to rear his children. It is often detrimental to the town because his sufficient accumulation of wealth to enable him virtually to retire from business is taken as evidence of capacity to serve on the city school board or the city council. His previous rural environment and his false ideas of economy that prompted him to move instead of building up a good school where he was, really disqualify him for useful service in his new position. Thus an injury has been done to both town and county, not to mention the children.

Rural communities thus deserted are usually known by their poor roads, poor schools, poor churches, abandoned farms, dilapidated houses; scrub stock, and other conditions that make rural life barren, uninteresting and unattractive. So many improvements have been made in recent years that such conditions are unnecessary and inexcusable. Farming is in many sections becoming more scientific and more profitable; rural routes, telephones, silos, windmills, automobiles, better methods, better roads, better homes, better stock, better farms, more money—all to elevate, ennable and inspire, make country life highly desirable. Indeed, the farm can be made a most desirable place to live and rear a family. But the tragedy of the situation is the fact that the rural school has not kept pace with the marked progress along other lines.

Strangely inconsistent is many an otherwise good citizen who avails himself of practically all modern improvements and inventions of an industrial or mechanical nature, who uses telephones and automobiles, and is ever on the alert to improve the stock on his farm, and yet seems dead to every generous impulse so far as the proper train-

ing of his child is concerned. So, while city schools have usually proved themselves apt in the readjustment to changed conditions, have adopted modern methods, and have articulated their work with the home life of those they serve, the average rural community has made little improvement over the school of a generation past.

This may appear to be a dark picture and may impress you as the reflection of a pessimistic nature. Far from it; not so much depends upon where we stand as in what direction we are faced. The facts are presented in an honest effort to look the situation squarely in the face. Too long already have we boasted of our blue blood and our blue grass and clung to the sweet delusion that we were real aristocrats whether our people could read and write or not. Too long already have we been deceived by the siren voices of self-satisfaction, false pride and a disregard of actual conditions. We are now learning there is a vast difference between hot air and cold facts. For us the prayer of the Scotch bard has been answered, and we are beginning "to see oursel's as ithers see us."

We should like to discuss the organization and administration of the rural school, as a vital element in the solution of the wider rural-life problem. Doubtless, we are all agreed that we need better rural schools, better roads, better farms, better homes, better churches, better society, better citizens. It is evident that a modern, well-organized, well-equipped, well-housed, well-taught, typical country life school is the most powerful factor in the accomplishment of these desired results. Now, as prerequisite to this type of school, we must have better school houses, larger grounds, better equipment, better teachers, longer terms, more regular attendance, longer tenure of office, richer and more practical courses of study, better supervision more sanitary conditions, healthier school and community spirit, higher ideals, better salaries for teachers and superintendents, less selfish attention to partisan politics and more consecration to service.

The world today, just recovering from the shock of war and baptized in the blood of heroes, is turning its attention to the rural school as the hope of the country, the mainstay of agriculture, the conservator of democratic ideals, and the bulwark of liberty. This is indeed a practical age, and the world is beginning to realize that these ideal conditions, just enumerated, can not be dreamed into existence. We all agree that the finest houses and equipment, with the most elaborate course of study, will come to nought without the personality of a real teacher, specially equipped for her work, realizing the dignity of her calling, and imbued with the missionary spirit. But we would as well come to the point—teachers can't live on air! Though we must admit that thousands of them, driven by sheer necessity, have come very near to acquiring the ability to do so. My candid opinion is that future generations will regard it as the wonder of the age that in the enlightened period embracing the evening of the nineteenth and the

morning of the twentieth century, experienced and trained teachers were required to work for less salaries than those often received by the commonest unskilled laborers, white and colored.

To talk about altruism, service and sacrifice may sound well; but the niggardly policy pursued by some of our Southern states, celebrated in story and song for their chivalry, toward the noble women enduring the isolation, inconvenience, indignities and hardships of rural life will extinguish what little life is now left in thousands of our country schools. Bluntly, if we hope to obtain the desirable educational conditions already mentioned, two things are necessary:

Revised Code of School Laws, and More Money.

These two requisites are more intimately related than might be suspected; for the most feasible and effective way of securing additional appropriation, or more money, is by a more modern and equitable system of raising and distributing funds. And this can be secured only by a revision of our school laws. Cubberly, in discussing the inadequacy of the rural school to perform its functions and of the average rural community to comprehend and assist it in so doing, recommends a reorganization along three lines: More Money, Better Organization and Better Supervision.

More Money. As more money is the prime requisite we consider it first. In this, as well as in other matters, we may differ as to detail; but it is evident that we need additional funds. A study of the several state systems reveals two extremes in matters of taxation for schools. One depends almost wholly upon state tax, with little or no county or district tax; the other depends for maintenance of schools almost entirely upon county and local taxation, with little help from the State. Both these systems are wrong and both likewise usually fail to produce an adequate school system. It is a well-established principle, determined in this country after much agitation, that the State is responsible for the education of its children. It is not desirable, however, that the State apply all its school funds to the various counties or districts in direct proportion to its scholastic population or its wealth, or in fact by any other single standard. Experience and a careful study of different State systems have convinced us of the wisdom of an especial fund being set apart for the purpose of stimulating county and district taxation. "To stimulate a community to educational activity is much more important than merely decreasing its tax rate."

Here the speaker discussed the position of Kentucky as ninth in the matter of State per capita and as thirty-ninth in the amount spent per pupil including county and local tax. He recommended an additional State appropriation to be used by the State Department of Education, the State Board of Education or some other delegated authority as the State Aid Fund to stimulate local taxation. If impossible or impracticable to secure such appropriation from the Gen-

eral Assembly, he favored amending Section 186 of our State Constitution which requires all State School Funds to be apportioned to the several counties in direct ratio to school population. This would set free some of the State Fund to be used as such stimulus. "Too many people look upon the per capita as a kind of pension and indeed it paralyzes local initiative, retards local taxation and disturbs local interest. I regard this proposed reform as fundamental: yea, as absolutely necessary to the life and progress of our local schools." He also favors raising the maximum county school tax from thirty cents to at least fifty cents, and contends that thirty cents shall really be the minimum rather than the maximum. "This," said he, "would greatly aid some timid superintendents who are afraid to ask for what they need to maintain their schools. With a State Aid Fund these details would be easily adjusted."

Acting upon the broad democratic principle of today, we realize the responsibility of the more prosperous citizen for the education of his neighbor's children, likewise that of the rich community for the schools of the poorer community, of the rich county for the poor county, of the city with its accumulation of wealth for the poor and sparsely settled rural district. We recognize also the fundamental American principle that the entire wealth of the State must be made available for educating the children of the State. The proper training of the youth of the land, intellectually, morally, physically, industrially, and socially, is the most serious and important business in which we can engage; and no sane man today questions either the right or the duty of the State to exercise this function.

But we are now catching a broader vision than this. Even as a child grows in his conception of his civic relationships—from the home to the community, then to the county, the State and the Nation, so have expanded our educational ideals as a people. Education was at first purely an individual matter, then one of town or community, then a county function, then that of the State. In recent years there has been a trend toward broader responsibilities. There has been an awakening of the social and civic conscience. For a number of years, the National Government has made vast appropriations for the promotion of agriculture in the several states. Federal aid has been provided also in the building of roads. By the provisions of the Smith-Hughes law, the Federal government has fostered agricultural and vocational education throughout the country.

In view of these facts, together with the recent introduction of the Smith-Towner bill in both houses of Congress providing for one hundred million dollars for public educational work in the United States, we now realize that four agencies are responsible for our schools, the Nation, the State, the county and the district. So we may cherish the hope that with the cooperation of all these agencies, educational funds and opportunities may soon be provided for all the children of all the people of all the States.

Ladies and gentlemen, there was a time when it would have seemed extremely mercenary, if not a gross violation of ethics, for a speaker to talk so plainly about teachers' salaries. Experience, even the past year, has taught us all, if we had not learned it before, that to have good schools, we must have good teachers, and that to have good teachers, we must pay them more money. Some one says, "Raise the standard, train better teachers; and the money will be forthcoming." It is impossible. No bank, or railroad or factory under the sun would attempt to operate on that principle. While there are many suggestions I should like to make in regard to the improvement of our school system, especially with reference to the rural situation, in which I am intensely interested, yet very few of these reforms could be effected without more funds. At the great meeting of the N. E. A. in Chicago last week, I was profoundly impressed with the unanimity of opinion as expressed by the various speakers upon the matter of school finance and the imperative demand of the times for more money. Many state legislatures are already heeding the cry and are providing for increases of from fifty to a hundred per cent in salaries of qualified teachers in the rural schools.

In conclusion, we need in Kentucky today—additional funds, Federal (without Federal domination), State, county and district.

Then, in answer to the question, "What to do with the rural school," we would say:

First. Give it a decent place to live in. Many of our country school plants are the most unsanitary, unattractive, uninspiring, poorly heated, poorly lighted, poorly equipped, places in the entire community. (Of course, there are many notable exceptions to this statement. Indeed we have some that compare favorably with the splendid consolidated schools of Shelby County, Tennessee.) School buildings should be standardized, and no funds used for any but standard buildings.

Second. Provide a live, efficient, well-trained, rural-minded teacher who is willing to live in the community where she teaches and is able to make herself a part of the community life and to inspire higher literary, moral and social ideals.

Third. Wherever practicable, that is, wherever the roads and the topography of the country will permit, organize a typical country-life consolidated school, embracing several subdistricts. There should be a modern, well-lighted, heated, ventilated, and equipped building, with room for manual training, domestic science, etc. In agricultural communities, as most of them would be, there should be at least five or ten acres of land for athletics and agricultural demonstration. Of course, it should have a library and an assembly hall for school and community meetings, and should be the center of the intellectual, social, industrial and civic life of the surrounding country. High school facilities should be provided, when the school is large enough to justify it. (We are proud of the ones we have and are pleased to

report a stronger sentiment for this type of school today than ever before.)

Fourth. Provide a comprehensive, liberal, vital course of study, with more or less latitude left to the initiative of the individual teacher, who might thus articulate the work of the school with the home life of the district, with stress upon both the practical and the cultural.

Fifth. Give rural teachers convenient, comfortable, home-like places to live. All larger schools should have teachers' cottages, such as are found in great numbers in many states and in several counties in Kentucky. Give them employment for at least nine months, and in many instances for twelve.

Sixth. Special attention to health and sanitation. Also training for occupation and for citizenship. Enforce a stringent compulsory attendance law.

Seventh. Organize every district into a community center or school improvement league. Cultivate the community idea and develop a spirit of democracy and mutual helpfulness. Our observation is that a properly organized league of this kind binds together the people of a community and lends material aid to the teacher in the exercise of her duties. The spirit of the community center idea is beautifully expressed by Edwin Markham:

"He drew a circle which shut me out,
Heretic, rebel, a thing to flout,
But love and I had the wit to win,—
We drew a circle that took him in."

Finally, though perhaps it should come first in order, we would heartily recommend, as intimated before, such revision of our school laws and of the constitution as to effect a reorganization of our school system. The choosing of State and county superintendents should be removed from politics, and selections made without regard to party emblems. There should be a reorganization of State and county boards of education, who should have legislative functions with the power to select executives responsible for administration and supervision. Standards and salaries should be raised, and every county superintendent should be provided with one or more supervisors and clerical help.

I close with this quotation from a bulletin issued by the National Education Association:

"In a democracy every child is the community's child, the State's child, the Nation's child . . . The safety and strength of a democracy are determined by the intelligence and character of the masses of its people. Civilization is no stronger than its weakest link. Manifestly the weakest link in the chain of the nation's education and civilization is the rural school. It must be strengthened, let it not be what it may. It is the task and the duty of the nation to do its

part in the strengthening. Rural education presents the greatest problem in America today. The rural school must be made adequate to its task of training the rural population. If the rural school fail, rural civilization will fail; if rural civilization fail, American civilization will fail."

May we go down from this place reconsecrated to the holy task of sustaining and supporting the rural schools, which, long before the war, our great President predicted, "would some day prove to be the roots of that great tree of liberty spread for the sustenance and protection of all mankind." We may thus render a service to our beloved State, to our Nation, and to Almighty God.

Address by Dr. Archibald Dixon, Henderson, Ky.

Subject: "Care of Defectives."

The question of the care of Kentucky's mental defectives is a very complex one and its solution requires the earnest thought and united action of her people.

The care of the insane population of the State is not such a burning and urgent problem as that of the feeble-minded. Some one has said that "Society despises idiots and feeble-minded people, but is afraid of the insane," and for that reason insane people, who are not as great a menace to society as are the feeble-minded, are not permitted to roam at large; inquests are held to test their sanity or insanity and if found to be insane they are at once committed to a State hospital, where they are properly cared for, and properly treated.

The most serious question before our people is the proper care and provision for these "Pawns of Fate," as the feeble-minded are called by Dr. Paul E. Bowers, and I shall confine my remarks more particularly to the care of this class of defectives.

The signing of the armistice bringing with it the dawn of peace, the consequent decrease in emergency war work, furnishes opportunities both for the Federated Clubs of the State and the Kentucky Council of Defense to become active workers in all plans which make for a betterment of Kentucky. With the aid of these two splendidly organized bodies and the influence which they and they alone can bring to bear upon the next General Assembly, there is hope of accomplishing legislation which will redound to the credit and uplift of the people at large and to the comfort and happiness of all their defectives.

In October, 1917, as a member of the State Board of Control, I presented to the medical profession of the State a statement of the then existing provisions for the mental defectives of the State as set forth in the report of Dr. Thos. H. Haines. This statement read

before the Kentucky State Medical Association was in the nature of a revelation to most of the medical men present, few of whom had paid any attention whatever to the subject. They did not know that two per cent of the inhabitants of the State were mental defectives either feeble-minded or psychopathic or both, "which group keeps the other ninety-eight per cent busy looking after it, for its numbers make up the bulk of our dependents and delinquents. Nature's step-children and prison fodder." Furthermore, the entire history of criminality, as far back as we can go, points unmistakably to but one conclusion, and that is from time immemorial defectiveness and crime have been synonymous. There can be no doubt in the minds of those who have studied the subject that a large majority of youthful criminals not only in Kentucky, but in every other State, and especially in every large city, are feeble-minded, morons, by hypermorons, or the victims of dementia praecox, all with criminal inclinations.

Mental defectiveness is hereditary and constitutional, and consequently not amenable to our preachings, asylums, reformatories, penitentiaries, etc. We must ever bear in mind that each year a new quota of defectives is born with statistical regularity. They pass through the hands of parents, then the pedagogues, the theologians, the physicians, the social workers, the employers, the courts, the prisons and back on society, each one in turn passing them on to the next and no one willing to acknowledge their impotency in the face of mental defectiveness.

Dr. Haines set forth in his report that there were in Kentucky over three thousand feeble-minded persons who were costing the State a total sum of three hundred and twenty-one thousand dollars yearly; that many of these poor unfortunates were distributed in hospitals for the insane, where they do not belong; that many were in alms houses, where, in a majority of cases, they are not and cannot be adequately protected; that many were in institutions for children and in public schools; that a greater number than all the foregoing were at large in their communities free to propagate and perpetuate their kind.

It is an established fact that feeble-mindedness is inherited, and to this fact is due at least two-thirds of our present feeble-minded population. It is a further fact that the feeble-minded mother is more prolific than the normal mother; that the feeble-minded are perennial children, lacking in judgment and resistance to evil influences and are therefore unable to adjust themselves to normal life in the community. It is also a lamentable fact that the social evil is fed from the ranks of feeble-minded women. The public and private organizations dealing with pauperism, ineptitude, family desertion and illegitimacy find this same element of feeble-mindedness entering into and complicating their work in a larger degree perhaps than any other factor. In all our schools there are children that we call back-

ward or retarded, and while much of this lagging behind is undoubtedly due to remedial causes, just as certainly a very considerable part of it is due to a mental deficit that is irremediable. We do not know how large this per cent is, but we do know that it is large enough to affect, and that it is affecting, our whole educational system.

As a remedy for this I advocated the passage of a law permitting the sterilization of confirmed criminals, idiots and imbeciles, or in lieu of this colony care and segregation under State control. Sterilization is incomparably the better, and could such a law be enforced in the whole United States, less than four generations would eliminate nine-tenths of the crime, insanity and sickness of the present generation in our land. Asylums, prisons and hospitals would decrease and the problems of the unemployed, the indigent old and the hopelessly degenerate would cease to trouble civilization. The great horde of defectives, once in the world, have the right to live and to enjoy as best they may whatever freedom compatible with the lives and freedom of the other members of society. They have not the right to produce and reproduce their kind for a too generous and too blindly "charitable" society to contend against. The greater crime consists in allowing the hereditary criminal to be born.

After all, to put the aspect of the matter upon a dollar basis, and that is apparently the only relation that affects a good many people, why should the able and worthy and thrifty members of society be compelled to pay as they are, in Kentucky alone, over three hundred thousand dollars annually, to say nothing of the immense sums voluntarily contributed toward "charitable" purposes for the support of the criminal and pauper defective classes who themselves contribute nothing of value and whose very existence is evidence of criminal disregard of the right of every individual to be well born, into a sane and healthy life? The only answer, if it be an answer, is, because the competent are willing to foot the bill.

The provisions of the new law, if properly amended, enforced and carried out, will not only lessen the number of the mental defectives whom to permit to be born is a crime against society, but will also lessen the number of crimes.

A high percentage of the women law-breakers of Kentucky are feeble-minded. It is within the bounds of reason to state that sixty per cent of the inmates of State reform and training schools for girls are mentally defective. Their offenses are violations of the moral code.

Only under the most careful and constant supervision can the feeble-minded girl be protected. Without this supervision she goes back to her original law violations. She becomes the inmate of the disorderly resort, the street walker, the woman who comes again and again into the police and other courts. She bears feeble-minded and diseased children. She scatters venereal diseases through every

community and if the moron girl is not recognized before puberty her fate will almost invariably be the life of the underworld; she may and usually does become criminal. In any event she almost certainly becomes the mother of defectives. The moron man becomes the petty offender against social laws; he may marry, but married or not, he certainly becomes the father of other defectives. Both help to fill our police courts, jails, reformatories and prisons, costing the State a great deal of money that would be better expended in keeping them from harm on a colony farm where their employment would be of some value to themselves and others.

Eighty per cent of alms house population in Kentucky are feeble-minded.

The chief menace of the feeble-minded woman in the alms house is that she is the potential mother of the feeble-minded child. The child of the feeble-minded woman and the alms house man will be for its entire life a burden on public charity. There is in almost every community in Kentucky a group of feeble-minded families. These families are dependent on public charity. They are also the law-breakers. The number of children in these families rapidly increases and the new generation is a degree lower in intelligence than the parents. These families lay upon the State one of the heaviest burdens which it has to bear. They know nothing of law, order or moral and physical decency. The children are not only feeble-minded but are often blind, crippled, deaf and diseased. Those who are sent to school are a constant source of danger to other children.

In Louisville, a short time ago, one hundred and twenty-six women, who were quarantined in the jail, were examined by Captain H. B. Cummings, Camp Psychologist at Camp Taylor. The examination of these women was made at the request of Surgeon F. D. Fricks, of the United States Public Health Service. Of the 126 examined, sixty-three were feeble-minded; thirty-three high grade morons, and twenty-eight were normal. The mental ages ranged from six years and three months to fourteen years and ten months. These women were all victims of venereal disease. The point of the situation is, said Doctor Fricks, these women are mentally children. They are not capable of taking care of themselves and if they are cured of their venereal infections they are released only to become diseased again and to continue an endless chain of misery for themselves and an expense for the county and city. But they are not only an expense, they are a danger to the community as they are constantly spreading disease. What they need is a suitable place of quarantine where they can be cared for properly as feeble-minded or high grade morons are cared for. Segregation and permanent control by the State on the colony farm is the solution of the question.

In addition to the examination made of the women in the county jail sixty cases were examined by Henrietta V. Race, Director of the

Psychological Laboratory, administration building, of Louisville Public Schools, with the following results:

Normal intelligence	8
Inferior intelligence	8
High grade morons	9
Feeble-minded	35

All of these were brought to Miss Race by the Associated Charities. Proper psychological examinations would realize the same deplorable conditions in every community in the State.

Many States in which training camps were established reported increased delinquency among women and girls, invasion by hordes of questionable characters from other States and the break down of the jail system, due mainly to the inability of local authorities to deal adequately with the venereally diseased prisoners. Congress has enacted and put in force Federal legislation for protection of soldiers and sailors. Municipal and State authorities have co-operated with the Federal Government in meeting this situation. South Carolina and Michigan have followed Massachusetts in requiring that certain venereally diseased persons shall be quarantined until cured. Minnesota, Massachusetts and California have been especially active in measures to control venereal disease, a movement that has taken on new life now that the American Medical Association, the American Public Health Association, and the Army and Navy Departments have declared that a life of continence is compatible with health. Kentucky is co-operating with the Federal Government. South Carolina's legislature of 1918 established an industrial school for girls and an institution for the feeble-minded with appropriations of \$40,000 and \$60,000 respectively. The committee on protective work for girls secured \$250,000 of Federal funds to be used in providing institutional facilities for dealing with prostitutes. Minnesota has enacted a law providing for the commitment of the feeble-minded to State control, whether the alleged feeble-minded person or his relatives desire it or not. The measure is designed to protect the community and to provide wise and humane care for the mental defectives.

The United States Public Health Service, in a pamphlet (War on Venereal Diseases) says: "Before the war most physicians and public health officers knew that gonorrhea was every year causing blindness among infants—Miss Linda Neville can tell you about the Kentucky cases—countless surgical operations on women, and sterility in men and women; that syphilis was being transmitted to offspring causing physical and mental defectives, that it is a prolific cause of locomotor ataxia, paralysis, paresis or softening of the brain, insanity, miscarriages, diseases of the heart, blood-vessels and vital organs. But generally people did not know these things and few remedial measures were taken. The war opened our eyes. The reports of draft boards and camp surgeons revealed for the first time clearly the men

acing seriousness of the venereal problem and the failure of our pre-war attitude towards the whole question.

Diseased prostitutes are the most dangerous carriers; they must be quarantined and the community safeguarded against their return as prostitutes. First, by means of permanent segregation of the feeble-minded, and second, by medical treatment and industrial education for the others.

This is not a job for sentimentalists or fly-by-night enthusiasts. It is a task for hard-headed business and professional men and capable women. It is a job for citizens who feel responsible for their community and their nation in times of peace as well as war.

Present research has shown that feeble-mindedness is so closely linked with the increasingly serious problems of vice, vagabondage, pauperism and crime, that some authorities are insisting that as high as fifty per cent of all criminals are feeble-minded. In Massachusetts Dr. A. Warren Stearns and other psycho-pathologists found evidence of feeble-mindedness in fifteen per cent of the inmates of the reformatories for men, twenty-four pr cent of the unfortunates confined in the reformatory for women, twenty-three per cent of the criminals in the Charleston State prison and over fifty per cent of a large group of immoral women. About twenty-five per cent of a thousand delinquent boys and girls in Ohio were found by Dr. Thomas H. Haines to be feeble-minded.

Dr. Bernard Glueck, director of the psychiatric clinic at Sing Sing prison, in a mental survey of six hundred consecutive admissions to the prison discovered that no less than twenty-eight per cent. of the convicts examined had a mentality inferior to that of a twelve year old child. Dr. Henry H. Goddard, testing the mentality of one hundred children brought on various charges before the juvenile court of Newark, New Jersey, found sixty-six per cent. distinctly feeble-minded. The same investigator, studying the relationship between alcoholism and feeble-mindedness was led to the conclusion that at least twenty-five per cent. of drunkards are drunkards because they are feeble-minded and unable to control their appetites. Applying the standard mental tests to large groups of school children, in many states, mental deficiency was found so prevalent that the investigating scientists deemed it conservative to affirm that at least two per cent. of school children, or one in two hundred of the population are feeble-minded. This would give the United States a feeble-minded population of more than five hundred thousand. Since feeble-mindedness is inheritable, so that a feeble-minded person is likely to have a feeble-minded child, even when mated to a person of normal mentality—the gravity of the menace thus constituted to the future of the United States is obvious.

Kentucky should follow the lead of Minnesota and enact a law providing for the commitment of all her feeble-minded to State control "whether the alleged feeble-minded person or relatives desire it or

not." Only in this way can she prevent the increase, and lessen the number of her feeble-minded population.

The United States Public Health Service is becoming thoroughly aroused in regard to the menace to the country, threatened by the nation wide spread of mental defectiveness.

In the last Public Health Report, February 14th, Surgeon General Rupert Blue says: "With the increasing recognition by health authorities of the significance of mental diseases as a health problem, there is a growing demand for assistance in the formulation of a program of practicable control and preventive measures which can be inaugurated by health administrators. The United States Public Health Service plans to carry on as rapidly as funds become available for such purpose the following program of activities. Such a program should take into consideration:

- A. The most effective means by which the several Government agencies can cooperate in studies and investigations of mental hygiene.
- B. The problems of better care and treatment of the insane, mental defective, and epileptic.
- C. Measures for the prevention of mental disorders.

So far as these considerations are concerned the studies and investigations already made by the Public Health Service indicate the following activities as desirable and practicable.

A.—COOPERATION WITH OTHER GOVERNMENT AGENCIES

1. In addition to the duties prescribed by law as related to the mental examination of arriving aliens, cooperation with the Department of Labor (a) to establish a school for the training of medical officers as mental hygienists, (b) to provide facilities for training nurses and assistants for duties in mental hygiene work and (c) to investigate the care and treatment of insane aliens confined under immigration laws in public and private institutions at Government expense.

2. Cooperation with other bureaus of the Treasury Department in the mental examination of coastwise pilots, locomotive engineers, and train dispatchers as a safeguard to the traveling public.

3. Cooperation with other departments or bureaus of the Government to advise practical methods for the mental examination of civil employees of the Government with a view to determine their fitness for different occupations,

4. Cooperation with the Department of the Interior in the study and prevention of insanity and mental deficiency among the wards of the Government, such as Indians, Esquimaux, and other primitive races for which the Government is responsible.

5. Cooperation with the Bureau of Education in division of educational methods from the standpoint of mental hygiene.

6. Cooperation with the Bureau of Education in devising practical plans for the establishment of special classes for the training of feeble-minded and delinquent children.

7. Cooperation with the State department of justice and other agencies to secure (a) the adoption of a model law providing for the early treatment of mental disorders, (b) the enactment of a model commitment law, and (c) the establishment of psychiatric pavilions in general hospitals.

8. Cooperation with Federal and State departments of justice to secure the establishment of psychiatric clinics in connection with the courts to determine the mental status of criminals, dependents, and delinquents appearing before the courts.

B.—PREVENTION.

1. Cooperation with State and local agencies to secure the adoption of a law making certain types of mental disorders reportable to the health authorities.

2. Reviewing and publishing State laws of commitment of the insane and feeble-minded.

3. Cooperation with the State and other agencies to determine the prevalence of the insane, feeble-minded, alcoholics and epileptics.

4. Investigating the prevalence and the care and the treatment of the insane, epileptics, feeble-minded, criminal and dependent classes.

5. Compiling a national reference index of the literature on mental hygiene.

6. Investigating mental status in relation to certain constitutional diseases and drug addiction.

7. Cooperation with the industrial hygiene unit of the United States Public Health Service in the studies and investigations of the mental status of workmen as related to output, fitness for the job, protection from health and injury hazards, and permanence of employment.

8. Cooperation with the child hygiene unit of the service in the study and investigation of insanity in children and of the personality of the potentially insane.

9. Cooperation with the Division of Venereal Diseases in studies and investigations of the mental status of prostitutes and of the relation of venereal diseases to mental disorder.

LEGISLATION.

If the Kentucky Division of the National Council of Defense and the Federated Clubs of the State will lend their aid and influence, I believe that the next General Assembly can be induced to amend

the New Feeble-minded Law so as to correct some errors of vital importance which will make it almost ideal.

First of all and most important of all, the Legislature should be asked to take such action as will divorce our Charitable Institutions entirely and forever from political control. Unless this is done very little, if any, progress can be made toward lessening the number or improving the condition of our mentally defective population. Every state eleemosynary institution in Kentucky is handicapped by the blight of political control. The Board of Control, which under the law is supposed to have the entire and supreme management of all these institutions, is itself hampered by the same political frost. Ostensibly it has supreme control of the affairs of the State Hospitals for the insane; of the Feeble-Minded Institute and institution; of the schools of reform, for the blind, for the deaf and of the penal institutions of the State.

It is supposed to select and appoint superintendents and assistant physicians; the steward, the receiver for all institutions for mental defectives, insane or feeble-minded. It is supposed to select the warden and the guards of the penitentiary at Eddyville and of the Reformatory at Frankfort. Hypothetically this is true but as a matter of fact the Board of Control has no such power or privilege. The Administration alone has the power to make these appointments and does make them; it also appoints the members of the Board of Control.

It is encouraging to know that two candidates for Governor and one for Lieutenant Governor, have announced in their platform, to use, if elected, their influence to have this wrong corrected.

Mr. Edward W. Hines, Chairman of the Kentucky Council of Defense, in a letter to me says, "I am ready to aid you in any way within my power in having our charitable institutions entirely and forever divorced from political control." I think the Federated Clubs will also aid. Civil service reform—if applied in the selection of the Medical Staff of these institutions—would perhaps go far toward accomplishing this divorce.

COMMITMENTS.

Proper examinations by competent psychologists and psychopathists for diagnosis and to determine consignment to proper institutions of all mental defectives coming before courts—also for criminal delinquents—should be imperative. The early recognition of mental disorders cannot be generally expected until medical schools give more attention to them. It is a generally accepted fact that the majority of graduates from medical schools have very little, if any, knowledge of the nature of mental diseases, because they have had little or no opportunity to study this branch of medical science.

(Suggestion that psychology and psychopathy should be taught in the medical department of the University of Louisville should be made.)

PROVISION FOR NEGRO FEEBLE-MINDED.

J. L. Kesler, Dean, Baylor University, Waco, Texas, in speaking of "The Negro in Relation to our Public Agencies and Institutions," says: "The negro problem, public or private, industrial or institutional, is a human problem. Every injustice to the negro from public agency or private is an injury to the white man and imperils the best interests of the national life. If the Negro is to be a citizen, if he is to live among us, (and we of the South like him, would not be without him, and count ourselves his best friends), then we must give him a chance, and an equal chance with all others. There are men and women who have social sympathies and social interests and who take part in and support all agencies and institutions working for the welfare of the community life. It is true that we have not yet gone far in cooperative social work. The juvenile Negro criminal and delinquent girl (the majority of whom are feeble-minded), are not sufficiently provided for by either private or public institutions; nor is there sufficient provision for the juvenile offender of the white race. But the old way of making confirmed criminals out of this raw material is to yield to educational and preventive measures. It is true also that sanitary prison reforms, settlement work, and public welfare enterprises generally have too largely left the Negro out of count. Cooperative welfare agencies have made hopeful beginnings, however, in Louisville, Nashville, Atlanta, Richmond, Virginia, and a few other places. We are beginning to wake up. We are moving toward a better day. We are beginning to see that the negro is an asset or peril as we help him to rise or let him alone."

The Negro is well cared for in all our State Hospitals for the Insane, but no provision is made for him in our Feeble-Minded Institution. Is that fair? Is it right?

OTHER AMENDMENTS THAT SHOULD BE MADE.

Abolishment of committees and guardians and parole for the feeble-minded. To make it the duty of all health officers, district and county nurses to report all feeble-minded persons whom they discover, to the proper county officials.

Registration. Make a census as complete as possible, of feeble-minded in the State, obtaining all possible light on their family histories and surroundings. (This should be done by Fiscal Court).

Registration and examination of all prostitutes—physical and mental.

Dr. Paul E. Powers, who has been doing psychological and psychopathic work for the Federal Government in the army mobilizing

and training camps, in his book the "Panwns of Fate," says: "Chief Justice Kennington was the father of the idea that every court in the land should have attached to it a psychopathic laboratory where the mentality of criminals is investigated, where, in truth, all the factors that plot against man for his downfall, are carefully studied. In the court over which he presided the facts of the violation of the law were first carefully determined; then the report of the medical investigation was submitted to the judge after conviction and before sentence was pronounced. This information furnished the judge with the knowledge that would enable him to decide whether the individual should have a suspended sentence, be sent to prison, to a hospital for the insane or to an institution for the feeble-minded. The courts of the big cities recognized the value and justice of this judicial reform and established such laboratories. The prisons heard the call. Great changes are being worked out in their administration. The political grafters, who had so long held sway, are being sent about their business and scientific men put in their places. The prisons became schools for the training of the hand, head and heart, they became hospitals also, where all remedial medical and surgical defects were taken care of; where prisoners were freed, if possible, of their mental and physical burdens; while those who were found to be incurably defective, no matter what their crimes might be, great or small, were kept in permanent custodial care for their own benefit, and the welfare of society."

The fact that investigation, made by the Division of Psychology of the United States Army, directed by Major Robert M. Yerkes, has shown that approximately twenty per cent of the drafted and enlisted men that have been mobilized were so inferior mentally and physically as to be unfit for regular military service, together with the recognition of the wide prevalence of mental defect among confirmed prostitutes—those, therefore most likely to be venerally diseased—is stimulating the Nation in the movement for provision for the feeble-minded. All prostitutes should be transferred to the colony farm for health and treatment as well as to prevent their spreading venereal diseases.

Address by Professor George Baker, University of Kentucky.

Subject: "Educational Bills in Congress."

One outstanding result of the war is an increased emphasis and activity on education both in this country and abroad. The new English education law providing for compulsory attendance from five to fourteen years of age in the public elementary schools is an example of a national reawakening to the significance of improved elementary

educational opportunities. Our 65th Congress has displayed commendable activity and a commendably broad viewpoint in the matter of remedial educational legislation. Many of the present educational emphases are obviously a direct outgrowth of the war.

The outstanding emphases appear to be in the following directions:

1. Americanization.
2. Illiteracy.
3. Vocational rehabilitation of soldiers, sailors and industrial workers.

4. Provision for industrial education especially along the line of engineering.

5. Military training in schools and colleges.

6. Provisions for an American academy of government and diplomacy.

7. Provisions relative to improvement of public health.

8. The creation of National Department of Education.

9. Provisions for state wide investigation of educational conditions, looking especially to improvement of rural education.

10. Provisions for educational extension.

It is apparent that at least eight or possibly nine of these ten emphases are directly the result of the war.

The most important educational bills now pending in Congress are probably the following:

The Towner Bill (H. R. 15400) to create a National Department of Education with an annual appropriation of \$100,000,000 to be spent as follows:

\$ 7,500,000 for elimination of illiteracy.

7,500,000 for Americanization.

50,000,000 for public schools.

20,000,000 for physical and health education.

15,000,000 for preparation of teachers.

The Smith Bill (S. 5464) and the **Bankhead Bill (H. R. 15402)** to remove illiteracy and promote Americanization.

The Lever Bill (H. R. 14185) to promote the health of rural population of the United States.

The Sears Bill (H. R. 6387) to promote the improvement of rural education.

The Henderson Bill (S. 5416) to establish engineering experiment stations in the States and territories receiving benefits of the Act of 1862.

The Swift Bill (H. R. 14292) to establish an American Academy of Government and Diplomacy.

The Fess Bill (H. R. 7330) to create a National University at Washington, D. C.

All of the above bills, with the possible exception of two, were introduced during January, 1919.

AMERICANIZATION

The Americanization of our immigrant population has during the life of the 65th Congress received repeated attention. Developments incident to the war have opened our eyes to the uncomfortable fact that, contrary to Israel Zangwill, America has somehow failed to function as an efficient "melting pot". As someone has said, our melting pot needs skimming. Our sympathies have run away with our common sense. We undoubtedly have in the United States among our 13,000,000 foreign born, some millions of people whose viewpoint is decidedly un-American, and who have relatively little appreciation of or sympathy for American problems. In the words of the King Bill of July, 1918, (S. 4792) such bills aim at arousing a higher regard for the privileges of American citizenship in the minds of all permanent residents of the United States. The two latest bills introduced, January, 1919, on the subject of Americanization are the Hoke Smith Bill in the Senate (S. 5464) and the Bankhead Bill in the House (H. R. 15402). The preamble of these bills is identical and in the following words: "To promote the education of native illiterates, of persons unable to understand and use the English language, and of other resident persons of foreign birth; to provide for co-operation with the States in the education of such persons in the English language, the fundamental principles of government and citizenship, the elements of knowledge pertaining to self-support and home making, and in such other work as will assist in preparing such illiterates and foreign-born persons for successful living and intelligent American citizenship". These bills provide for an appropriation of \$5,000,000 for 1919, and \$12,500,000 until 1921.

The Towner Bill introduced January 30, 1919 (H. R. 15400) carries an annual appropriation of \$7,500,000 for Americanization.

ILLITERACY

The organization of the American army thru the first selective draft revealed the fact that an astonishing number of the men were illiterate, namely 700,000 between the ages of twenty-one and thirty-one. The percentage of illiteracy in the first draft ran from fourteen per cent. in South Dakota to forty-six per cent. in Pennsylvania. The Kentucky percentage ran from thirty to thirty-five. The second draft would no doubt have revealed far greater numbers of illiterates. The Smith Bill of March, 1918 (S. 4185) aims at requiring the National Commissioner of Education to devise methods and promote plans for the elimination of adult illiteracy in the United States, providing an appropriation for the same. This bill is still pending. The Smith-Bankhead Bill previously outlined, aims at promoting the education of native illiterates as well as of foreign immigrants. The Towner Bill carries an annual appropriation of \$7,500,000 for the elimination of illiteracy. The James Bill (S. 3704) aims to create a commission on illiteracy to be known as the American Illiteracy Commission.

VOCATIONAL REHABILITATION

The most important bill relating to vocational rehabilitation was the Smith-Sears Act introduced in April, 1918, by Senator Hoke Smith. This bill passed the Senate on May 25th and the House on June 10th unanimously. The act delegates to the Federal Board for Vocational Education the duty of re-educating the disabled men in some useful employment of which they shall be deemed capable of following with profit. While the men are taking the special courses compensation will be allowed them and family allowances will be paid their families precisely as if the men were still in active service. At the conclusion of the course agencies will be ready for assistance in the placement of the re-educated men in civil life. In September, 1918, Mr. Bankhead introduced a bill (H. R. 12880) to provide for the promotion of vocational rehabilitation. This bill provided an appropriation of \$500,000 for the fiscal year ending June 30, 1919; \$750,000 for the year 1920 and annually thereafter the sum of \$1,000,000; said sum shall be allotted to the States in the proportion which their population bears to the total population of the United States; the allotment funds to any state shall not be less than \$5,000 for any fiscal year; the state shall raise an amount equal to the Federal appropriation.

INDUSTRIAL EDUCATION

Engineering appears to be receiving greater emphasis in the 65th Congress than any other line of industrial education. The Henderson Bill of January, 1919, (S. 5416) aims to establish engineering experiment stations for the purpose of further developing the college in each state and territories now receiving benefits of the Act of 1862, and for the purpose of developing the natural resources of the United States as a measure of industrial, military and naval preparedness. Outside of bills related to specific states, there seems to be no bill dealing with agricultural training.

MILITARY TRAINING

The Sears Bill of April, 1918 (H. R. 11189), aims to promote military training by providing scholarships for students enrolled in institutions of higher learning. This bill was still pending last January.

ACADEMY OF GOVERNMENT AND DIPLOMACY

The Swift Bill of January, 1919, (H. R. 14292) seeks to establish the American Academy of Government and Diplomacy, to be located in the District of Columbia. The objects of this academy are to promote the science of government and the knowledge of international law and diplomacy. The academy shall be under the immediate jurisdiction of a Board of Governors composed of fifteen members, including the President and Vice President of the United States and the Secretary of State.

PUBLIC HEALTH

In January, 1919, the Lever Bill (H. R. 14185) was introduced to provide that the United States shall co-operate with the States in promoting the health of the rural population of the United States. For the purpose of this act the term rural health work shall be construed to include such methods and means as may be appropriate for the prevention, control, and mitigation of diseases. Liberal appropriations are provided. The Towner Bill introduced January 30, 1919, (H. R. 15400) carries an annual appropriation of \$20,000,000 for physical and health education. The need for public health work was brought home to the country at large by the fact that an alarming per cent. of the men examined in the draft were found to be physically unfit for service.

NATIONAL DEPARTMENT OF EDUCATION

On January 30, 1919, Mr. Towner, of Iowa, introduced a bill (H. R. 15400) to create a National Department of Education, and to authorize appropriations for the conduct of said department. This bill is substantially the same as that previously introduced by Senator Hoke Smith, of Georgia, and known as the Smith Bill or the N. E. A. Bill. This bill was introduced at the request of the American Federation of Labor, the American Federation of Teachers and the National Education Association. It appropriates \$100,000,000 annually to be divided as follows:

- \$ 7,500,000 for elimination of illiteracy.
- 7,500,000 for Americanization.
- 50,000,000 for public schools.
- 20,000,000 for physical and health education.
- 15,000,000 for preparation of teachers.

The appropriation of \$50,000,000 for public schools is to be used for the partial payment of teachers' salaries, providing better instruction, extending school terms and for improving rural schools.

The Secretary of Education, who is to be the Head of the Department; is to be appointed by the President with the advice of the Senate, and shall receive \$12,000 per annum, and whose tenure of office shall be like that of the heads of other executive departments. This bill transfers the Bureau of Education to the Department of Education, thus giving education recognition in the President's cabinet on a par with the other executive departments.

EDUCATIONAL INVESTIGATION

In June, 1918, Mr. Husted introduced a joint resolution in the House, which is still pending, to provide for a commission to inquire into the condition of public education in the several States and to recommend such measures as it may deem advisable for the improvement of same.

RURAL EDUCATION

The Towner Bill (H. R. 15400) appropriates \$50,000,000 to encourage the States in the equalization of educational opportunities, especially in the sparsely settled localities. The Sears Bill (H. R. 6387) aims to promote the improvement of rural education. This bill appropriates \$275,000 annually to be used by the Bureau of Education for the study and improvement of rural education.

TUESDAY EVENING SESSION.

HON. JAMES D. BLACK, Lieutenant Governor of Kentucky,
Presiding.

Address by James E. Rogers, Field Secretary of War Camp
Community Service, New York City.

Subject: "Community Organization."

The call for community organization and for community service has been answered throughout this country. To win the War, communities were organized into community groups for community service; food, fuel and child conservation; Red Cross and United War Work campaigns; Liberty Loan and War Saving Stamps drives; War Camp Community Service; and the like.

Perhaps the finest benefit that has come from the War has been the development of this national volunteer service by the whole people of the communities. This war was in good part won not by armies but by nations; not by soldiers but by civilians. The huge organized army of civilian volunteers that got back of the government mandates made the early winning of this war possible.

If this war is to be worth while, we must conserve and continue this splendid development in our national and communal life—community organization and community service. We must preserve this wonderful spirit of co-operation, sacrifice and patriotism. We must not lose this potential force for great good to meet the perplexing problems of the future. The need for patriotism in peace is greater than the need for patriotism in war.

There is a universal demand for community organization. Universities and colleges are creating departments of community organization; national, state and local governments are propagandizing for its continuation; councils of defence and other agencies are asking for the creation of community councils; churches and other societies are talking in terms of community service; schools and social agencies are advocating the wider use of public facilities. Chambers of Commerce, Boards of Trade, Rotary Clubs, Women's Clubs, Labor Unions, Fraternal Organizations, etc., are thinking in terms of community service.

Besides being organized for a specific purpose, all of these organizations can be utilized for civic welfare and together they can do much in community organization to make our towns and cities decent places to live in as well as to work in. All of these organizations have a civic value that can be utilized in the common interest of the whole community.

One of the finest "Win the War" agencies created by the Government is the War Camp Community Service—an agency, not an organization, established by the War and Navy Departments to co-ordinate, mobilize and stimulate local communities—the people and organizations—to surround the camps with hospitality and to create community team work so as to best serve the soldiers. This agency was to be the community itself, forming a clearing house whereby the individuals and organizations would work together in an efficient, smooth and unified manner for the welfare of the camp and the community. It was not a parallel war organization in the community but rather the coming together of the war work service into a common program to minister the total community goodwill to the camp and to the soldier.

The achievements of this "war agency" is one of the illuminating pages in the war record of this country. The list of four hundred different activities is a revelation in concrete achievement as to what communities have done and can do with a unified program and common effort. Through community executive boards and central councils, composed of leading key men and women, and operating through existing organizations, a well rounded program of community hospitality, education, information, recreation, and service was readily accomplished.

Some of the impressions and experiences of this agency, operating in about five hundred American communities, large and small, with a large staff of trained men and women skilled in community organization service, might prove of value. In the first place, it was recognized that community organization must be democratic; that is, it must be "of, by and for the people." Secondly, it was realized that the community from one point of view was divided into three parts:—(1) the community organization as seen in the city government in the city hall; city government after all is an example of community co-operation. (2) The organized civic groups doing community service for a specific purpose, such as, Boards of Trade, Chambers of Commerce, Women's Clubs, Rotary Clubs, Civic Leagues, etc. (3) The people themselves—the unorganized individuals to be gathered into volunteer groups at the school or the block party, etc.

In community organization, the active participation of the departments of city government, such as School, Health, Recreation, etc., are essential to the successful completion of any community program. In fact, the Schools and Playgrounds, as neighborhood centers, offer one of the finest mediums to organize the great mass of unat-

tached volunteers. Any complete community program, therefore, will include an intensive development of the schoolhouse and the playgrounds as a community neighborhood center where the people may meet, organize, discuss and do community service. One is familiar with the splendid work accomplished at Gary, Indiana; Milwaukee, Wisconsin, and by the South Park Playground System, of Chicago, Illinois. The utilization of the school building for community organization and community service is not a new thought. For the past decade we have some remarkable demonstrations along this line throughout the country. However, the development of the school house as a social center is an integral part of the complete community program; it is a means to an end. It is a big part in a bigger program. Another community manifestation along efforts to develop the communal life among the people as a whole, is the interesting social unit system as established in thirty-one blocks in Cincinnati, Ohio. The block parties in Jersey and New York and the block neighborhood councils as established by W. C. C. S. in New York City are also efforts in this direction as are the community councils now being established in a few cities. These later efforts, however, are all experimental and the final verdict is yet to be rendered. All these efforts are in recognition of the fact that any complete scheme of community organization must include the mass of the people and get down into the homes and the neighborhoods.

However, it is easy to recognize that no community organization or service could be successful without including a recognition of the necessity of providing a clearing house whereby the organized civic organizations would get together on a common plan. In fact, the mass of the people are members of some one or more of these community civic groups, so by getting together they represent most of the people in the community.

In a way a community has longitudinal and latitudinal lines. Longitudinal lines represent the organized community work being done by the different organizations. The latitudinal lines are the civic interests or subjects that these different organizations cover, such as commercial, religious, fraternal, athletic, women, etc. That is, the Chamber of Commerce or Board of Trade is a community organization with a community purpose organized for a specific civic interest—commercial and business. This is its primary interest, but it touches the other community organizations, for it is interested in good schools, playgrounds, health, and morals. A Chamber of Commerce, however, is only one of the longitudinal lines in a community. It does not represent the whole community in all its interests. The Federation of Churches is another civic organization with a community program to unite the religious interests of the whole community. However, it only represents the united religious community effort—it does not represent the commercial or business interests for

the Chamber of Commerce takes care of this. Nor does the Chamber of Commerce represent the united community effort along religious lines. Women's Clubs represent a strong civic force. They do not represent the whole community, but they do represent the organized women power in that community for civic effort. The fraternal orders represent the organized social life and fraternal life of a community, but this does not represent the organized community life in those community efforts fostered by the Chamber of Commerce, Women's Clubs, Athletic Associations, Y. M. and Y. W. C. A.'s, Civic Leagues, etc. Real community organization would be the pooling of these organizations—general civic interests of these organizations—into a common community interest united in action and program. All these organizations touch many common mutual interests, such as community singing, community hospitality, community pageants, community information, community athletics, community good will. They need a clearing house by which they can express a common esprit du corps in the interest of these mutual problems.

A community like an individual represents many motives; for instance, the city government does not represent all, but it does the organized governmental civic effort. In this it follows the motive of self-preservation. We have a police force, fire, health, education and other governmental departments as a mutual protective society. However, all of us are more than merely taxpayers and, fortunately or unfortunately, little part of our daily lives is given to our city government. In fact, most of the time of most of the people is found in another, second great motive that actuates the individual as well as the community. The interests of an individual are centered in his job, his business, his home, his school, his fraternal order, his church, his board of trade, his labor councils. Here we find most of the time of most of the people. This is the production or occupational motive. It is a large one in the life of an individual and a community and any true cooperative community movement must recognize the necessity of bringing into common play this occupational motive and merge it into the interest of the Commonwealth.

Then there is the other large motive that dominates the interest of individuals and communities—the motive for culture, self-improvement, public welfare. So we have civic organizations, as for instance, Women's Clubs, Rotary Clubs, Fraternal Orders, Philanthropic Societies that look after the community development of this third motive. As the city government takes care of the first motive of self-preservation and represents the clearing house in this, and as the Chamber of Commerce and Labor Council take care of the second motive of production, so there is a need of a clearing house to coordinate and mobilize all efforts of individuals and organizations that pertain to the third motive of community welfare. Such a clearing house should not be a parallel to existing civic organization but

an agency composed of the whole community. It is not a superposed organization but a clearing house for all—not asking service but giving service. This point is important. It is not a round table organization to get together and centralize service, but to decentralize service. Service is the keynote and touchstone.

Therefore, a community organization must include (1) the organized city government efforts that touch the public welfare along lines of the third motive; (2) the organized community civic groups; (3) the mass of the people through the school, playground, neighborhood, etc., social unit groups, etc. This total effort is the community itself. It is of, for and by the community.

Democracy, however, connotes leadership. Our whole government illustrates this. Democracy in order not to be anarchy—bolshevism or mob rule—must have intelligent leadership and a common program. Otherwise it means mob rule and drift instead of civic cooperation and mastery. In fact, when you say community **organization**—organization means program and administration and these latter mean healthful leadership. Our community school program does not run itself. We have schools, social center departments with skilled paid leaders in charge. Chambers of Commerce do not run themselves, but have boards of directors and secretaries. In our own city government we are recognizing more and more the need of special training in city management. Our democratic social unit experiments are conducted by funds and paid leaders. Community organization predicates a program and a program predicates administration and administration means some one on the job all the time. What is everybody's business is nobody's business.

Program, propaganda, and good will alone will not continue community organization or give community service. Too many community efforts have been started but have died early deaths because no one was on the job to carry the program through to completion. The need for the highest type of leadership is great in community organization. The qualities for success are numerous. Such a man or woman is not the community leader but the community servant, who should be on the job continually suggesting, helping and serving. Such a man would be a civic bishop or a spiritual mayor. He is the man who would put unity into community. The work is not to be done by a paid force or by a community organizer, which is a poor title, but by the community itself. Leadership is a misnomer. It means working with rather than for a community.

Community organization is simply a League of Folks. The spirit should be "get-togetherness," just folks coming together to help and understand one another and meet common problems. There is need of this coming together because our communities will face in the next generation big problems that must be faced by all as a unit. The backwash of the war is yet to come and must be largely faced by

the communities. The community is to be tested in the future. The community is the unit that must meet the coming situations caused by the war. The home and the neighborhood may meet personal social interests but the community must meet the common interest of all. It is in the community that the individual expresses his citizenship, his occupational and his patriotic relationships.

Practically every organization in a community next to a camp was interested in soldiers and was ready to serve them, so there was need for a clearing house by which every individual and organization could efficiently express its hospitality and good will. So the city government and the different civic groups and volunteers were brought together through executive boards and community councils with representative key men and women who made it possible for the whole community to function as a unit. Hence an inclusive community program was fostered. The Chamber of Commerce, the churches, the schools, the labor unions, women's clubs, the libraries and all other organizations were asked to take a part in the program that they could best do. Then the group did those things that concerned all, such as community sings, community information, community girls' work, community hospitality, community pageants, community parades, etc. In this way friction, overlapping and duplication was avoided. Good will and team work were engendered. It was found that after each organization did its part well there was still common ground on which they could all meet, in which they were all interested and in which they all must pool their common interests.

War camp community* service has demonstrated that there is no panacea for community organization. Each community must develop its own form of organization and service. There is no single agency that can settle all of the community problems. The bringing together of all groups and interests mentioned at a round table, with good will, a common program, a recognition of each one's part in the program, a mutual respect and understanding is the beginning for real community organization. It recognizes the principle that no one of the existing civic organizations in a community can handle the whole program, but an agency representing all as a clearing house can at least be the start toward common effort.

A community is a blend, a mixture of many motives and interests. These motives and interests must be utilized to a common purpose and merge into a common program. Real community organization will bring about a proper blending of all these motives, associations and interests described in this paper, that will give the true blend of community good will. Community organization is largely a matter of the spirit; it is psychological—an attitude of mind. It recognizes the fact that a city is not a place of streets, buildings and factories, but rather a place of people—of folks. Take the folks away and let the

streets, buildings and factories remain and you will have no city. So community organization must be based on the fact that a community is a place to live in as well as to work in.

Community organization of whatever type must be a democratic effort by which all the people may get together to express themselves for their mutual benefit. It must be the means by which the pooling of personal and civic interests into a common whole is possible. It means team work. It is a means, not an end; a means by which the community may find itself and express its personality. Communities have souls—community organization is a way to save the souls of communities.

The three big obstacles to successful community organizations are the three old enemies: (1) the old "laissez faire," conservative, reactionary doctrine; (2) the modern bolsheviki, who pleads for democracy that would mean anarchy. There is great danger in this second because in pleading for democracy they do not recognize the need for leadership; (3) the third obstacle is that the personal pronoun "I"—egotism and personal jealousies—does much to prevent the successful fruition of a community program. In brief, conservatism, faddism and selfishness can do much to defeat community organization. Service, good will, and sacrifice are the three winning graces.

Community organization to be successful must be democratic—of, for and by the people. It must be an agency, not an institution. It must have a program of service. It must have a public servant who will carry such a program of service to successful completion. There is need of such a community organization to meet the common problems of readjustment. As Governor Manning, of South Carolina, says: "Unless we as a people are able to consecrate our best efforts, our unselfish endeavors, our moral, spiritual and material forces to the ways and purposes of peace, as we have dedicated these to the winning of the war, we shall fail to hold much for which we have fought."

The great difficulty to properly discuss this topic is one of terminology. Words confuse as well as they clear thoughts. There is much in this brief article that ought to have been modified, abridged or amplified, but time and space prevented.

The call for community organization and service is heard everywhere. It must be answered soon and concretely. There is no "cure-all." There is no universal community organization recipe that will apply to every community. However, Wa: Camp Community Service has been an agency that has gone into five hundred communities and has developed a community program, a community purpose and a community esprit du corps. It has been a means by which communities have expressed their hospitality, good will, and soul. With the Christian doctrine of service and the democratic principle

"of, for and by the people," War Camp Community Service has achieved community organization. This agency points the way to the future pooling of interests. In peace as well as in war, community service helps to make the world safe for democracy.

Address by Dr. Henry E. Jackson, United States Bureau of Education.

Subject: "The Practice of Citizenship."

Ladies and Gentlemen:

To achieve "freedom's citizenship;" to restore and preserve government "of the people, by the people and for the people;" to develop small communities into little democracies with school houses for their capitols; to organize communities on the basis of citizenship alone; to put human rights above property rights, as our boys in the trenches of France did; to apply ethical standards to politics and economics; to enlarge the average man's opportunities and his capacity to appreciate them; to make social, political and economic conditions to be of such a sort that all citizens, both native and foreign born, when speaking of the United States, may say "my country" and mean what they say; that they may say it not only with honesty but with such a degree of enthusiasm as to be willing to put the interests of "my country" above the interests of "myself"—nothing less than this, as I understand it, is the ultimate purpose of the community center movement. It is a movement in constructive democracy.

The war has clothed this movement with a fresh interest and a new significance. The fundamental challenge which the war has made to all thoughtful people is the need of organizing human life on juster and saner lines in the construction of a better sort of world. The German Reformation gave us a start towards religious freedom; the French Revolution gave us a start towards political freedom; the present world tragedy is giving us a still bigger start towards economic freedom. In our attempt to meet the opportunity with which the war's challenge confronts us, we have already discovered that no superficial remedy will answer because the disease lies too deep. We have discovered the futility of attempting to purify the water in a well by painting the pump. We must go deeper for our remedy.

It is my purpose to give a bird's-eye view of some of the community uses of the school house, as means for achieving democracy's aims. For this instrument ready made to our hand is most available for the practice of citizenship. Like all great discoveries the community use of the school house grew out of a conscious and profound need. Rauschenbusch calls the appropriation of the school house for

more varied purposes a master stroke of the new democracy. It is the only democratic institution existing in America, non-sectarian, non-partisan, and non-exclusive. It furnishes the only platform on which all the people can meet. It is our foremost industry from whatever standpoint it is regarded, with its 22,000,000 girls and boys, 600,000 school teachers, 277,000 school buildings, \$1,347,000,000.00 invested in property and \$75,000,000.00 annually spent for its support. It is the most American institution, the greatest American invention, and the most successful social enterprise yet undertaken by any nation. Nevertheless, its golden age lies before it, not behind it. It is now entering upon a new era in its already notable history, an era which will witness its vastly increased usefulness to our experiment in democracy, an experiment which depends for its success more on the free public school than upon any other single factor.

In attempting to state in brief a subject so big, one must needs have what the poet Keats calls "negative capabilities." He must know what to leave in the ink stand, what to leave unsaid. A bird's-eye view of the facts may be had if we group them under the use of the school house as a community capitol, a community forum, and a neighborhood club.

A COMMUNITY CAPITOL.

The school house as the community capitol obviously means that it shall be used as the polling place. It ought to be so used for economic reasons alone. Why should we rent special buildings, when we already own school houses conveniently located in every district? If voting precincts so far as possible were made identical with school districts; if the school houses were used as polling places; if the election machinery were simplified and if school teachers were employed as election officers, because they have the required intelligence and are already public officials, every state in the union would save many thousands of dollars annually. But we ought to use the school house as the polling place, not only for economic reasons, which is of the least importance, but especially for the sake of the ideal which the ballot box represents. It is the symbol of our membership in America. It is a sacred symbol. During the last campaign candidate Hughes voted in a laundry in New York City, and President Wilson voted in a fire house in Princeton. Barber shops, livery stables, any old place is regarded good enough for voting purposes. Is such a place a fitting place in which to exercise the highest duty and function of American citizenship? The ballot box is our Ark of the Covenant and just as the Ark of the Covenant, which was the symbol of the Hebrew Republic, was given a place in the Holy of the Holies in the national temple, so our ballot ought to be given a place befitting its importance. The one fitting place for it is the public school, which is the temple of democracy.

The ballot box and voting booth ought to be made decorative and kept permanently in the school house, because of the permanent ideal which they embody. It would be kept to make vivid the function of the school. "The walls of Sparta are built of Spartans," sang an old poet. The walls of America are built of Americans and the public school is the factory in which they are produced. The public school's function is to make not merely good men and women but good citizens for the republic. The great need of our American democracy is that in every school district the public school shall be developed into a worthy university of the people, which shall confer citizenship as a degree upon those who in this school shall have made themselves fit to receive it. As soon as we put this fact in the foreground, we set in operation a formative principle whose effect on the school will be reforming and vitalizing. Because we shall be compelled to ask the further question, what kind of studies ought the curriculum to contain; what kind of studies are most worth while in the process of making citizens. The three unsettled questions which the schools are always debating are the content of the curriculum, the method of teaching and business management. The new question concerning the use of the school house as the community capitol will shed more illumination on these three problems than anything else has yet done. It will insure a wise solution of them. It will wed the processes of the school to patriotism and to practical human needs. It will save the school from the blight of professionalism which is the most deadly enemy. This fact can best be stated in brief by employing an illustration.

It has ever offered much interesting speculation and much amusement to ask and discuss the question what would modern educational experts have made of Lincoln, if, as a baby, he had been put in their care. "They would have started him on sterilized milk, clothed him in disinfected garments, sent him to kindergarten, where he would have learned to weave straw mats and sing the 'Blue Bird and the Branch.' Then the dentist would have straightened his teeth, the oculist would have fitted him with glasses, and in the primary grades he would have been taught by pictures and diagrams the difference between a cow and a pig, and, thru nature study he would have learned that the catbird did not lay kittens. By the time he was eight he would have become a 'young gentleman,' at ten he would have known more than the old folks at home; at twelve or fourteen he would have taken up manual training, and within two years have made a rolling pin and tied it with a blue ribbon. In the high school at sixteen, he would have learned in four years that Mars was the reputed son of Juno, and to recite a stanza from "The Lady of the Lake." Then to college, where he would have joined the Glee Club and a Greek letter fraternity, smoked cigarettes and graduated, and never have done anybody any harm. Well, perhaps, we don't

know and can't tell what might have been, but we can't help feeling thankful that Lincoln's training and education were left to Nancy Hanks—and God."

To give the ballot box an honored place in the school as the symbol of its chief function, to wed the school to patriotism, will keep its processes sane, and in turn will help to purify politics. Our purpose is not to bring politics into the schools, but to bring the schools into politics, and give to them the commanding influence in public affairs they were designed to exercise.

A COMMUNITY FORUM.

The use of the school house as a forum is the next logical step to take after it has been made the community capitol. In every state constitution provision has been made for a capitol building, in which the **representatives** of the people can meet to debate public questions and to vote on public policies, but the only place they provide, in which the people **themselves** may meet, is "in a peaceable manner." The humor of this omission would be refreshing if it were not so serious. "A popular government without popular information or the means of acquiring it," said Madison, "is but a prologue to a farce or a tragedy, or perhaps both. Knowledge will forever govern ignorance; and a people who mean to be their own governors must arm themselves with the power which knowledge gives." We have adopted universal manhood suffrage in America. This may have been a blunder or it may not. At any rate it is a fact and nothing is so convincing as a fact. Inasmuch as there has been placed in the hands of every average man, and many average women, the ballot through which public policies are determined and public officials elected, it is of primary importance that a means be provided for the discussion of public questions so that they may educate themselves by going to school to one another and equip themselves to vote intelligently. "For no man has a right to take part in governing others who has not the intelligence or moral capacity to govern himself." This is the practical and philosophical ground on which the necessity for a community forum rests. It is an open meeting conducted by citizens themselves for the discussion of social, political, economic or any other questions, which concern the common welfare.

"There are two ways to govern a community," said Lord Macaulay, in the British Parliament. "One is by the sword; the other is by public opinion." Ours is a government by public opinion. It is obvious that the welfare of a democracy requires that public opinion be informed and educated. The greatest danger to a democracy is that the forces which control public opinion should be corrupted at their source. The pulpit and press are moulders of public opinion but they are no longer dependable. We must establish public free forums undominated by private interests. If it is right for the state

to spend money to provide polling places, it is just as right and even more necessary for the state to spend money for forums in which citizens may fit themselves to vote intelligently. In his remarkable book, "Physics and Politics," Walter Bagehot devotes a chapter to "Government by Discussion," in which he convincingly demonstrates its essential value to all free governments.

This being the nature and purpose of the forum, it follows that its basic principle must be freedom of thought and freedom in its expression. The forum is organized on the basis of difference, not agreement. It aims not at uniformity but at unity. It is not only a stupid world, where all think alike, but there can be little or no progress if we listen only to those with whom we agree. It is significant that our word misunderstanding has become a synonym for quarrels, whereas most of our quarrels would be found to involve not a fundamental difference but just a failure to understand each other.

Inasmuch as men, who do not agree with each other, have to work with each other in life's activities, it is obviously important that they should try to understand each other. The Christian ought to understand the agnostic and the agnostic the Christian; the Roman Catholic the Protestant, and the Protestant the Roman Catholic; the Democrat the Republican, and the Republican the Democrat; the capitalist the laborer, and the laborer the capitalist. These classes usually associate only with members of their own class, and read only their sectarian or partisan newspapers. They are provincially-minded. We are, of course, under no obligation to agree with each other, but as members of America it is our moral and patriotic duty to understand each other. For there is no hope of peace and cooperation in a democracy unless men have the right to think for themselves, unless they agree to disagree agreeably, and unless they try to understand each other.

The forum furnishes the means for mutual understanding. It aims to create public-mindedness. Its success depends on our ability to differ in opinion without differing in feeling. There is no way of acquiring this habit except through practice. The forum invites us to have the courage to be honest, the courtesy to be gentlemen and to say to our neighbors, just because they are our neighbors, what Paul said to the Christians of the first century: "Therefore putting aside lying let us speak truth every man with his neighbor, for we are members one of another."

Undoubtedly, where freedom of speech is permitted, there is constant danger that erroneous opinions will be expressed. It is one of the risks which the exercise of liberty necessarily involves. But then it is more dangerous for them not to find expression. Exposure to fresh air is the best cure for mental as well as physical diseases. Thus freedom furnishes its own antidote to this danger. Jefferson well stated it when he said: "Error of opinion may be tolerated when rea-

son is free to combat it." It is highly important to understand that the right to preach truth is in danger whenever the right to preach error is denied. It ought to be obvious that the right of free speech cannot be maintained and indeed does not exist unless we agree to grant complete freedom of speech without any censorship whatever and place our dependence on the operation of Jefferson's principle as the civilized method of overcoming error. The truth needs no apologist and no defender; it needs only a free field and no favors. The man who rejects Jefferson's principle is a skeptic and an atheist. He manifestly does not believe in the power of the very truth he seeks to defend by force; he has no confidence in the God of Truth.

It may frequently happen that the free discussion of vital questions will lead to disturbance. In an open forum, held on a certain Sunday many centuries ago in the village of Nazareth, where laymen were permitted to speak, a young carpenter made some remarks on social and economic justice. The speech caused a disturbance; indeed the meeting became a mob and this workingman almost lost his life. But there is no man who is acquainted with history and certainly no Christian, who regrets that the synagogue was organized as a forum and that this particular speech was made on this particular occasion. For the speaker's name was Jesus and the speech was his inaugural address in a public career more helpful to the world than that of any other man. If there are any who do not wish disturbance there is only one place, so far as I know, where they can be assured of quiet. It is the graveyard. Wherever there is life there is growth, and growth means disturbance, especially if it is growth towards democracy and towards a saner and juster social order.

A NEIGHBORHOOD CLUB.

When the people have learned through the use of the school house as a polling place and as a forum that it belongs to them and not the school board, they are then prepared to inaugurate its use as a neighborhood club. It cannot be too carefully noted that the community center is not charity work nor an uplift movement nor a social settlement. It is organized self-help. It is not a patronizing effort to give people what you think they need. Nor is it the cowardly attempt to give people what they want. It is the neighborly desire to assist people to choose what they ought to want. Democracy is the organization of society on the basis of friendship and this is the key to the community center ideal.

When the community use of the schoolhouse has been organized democratically then we are prepared to undertake all sorts of activities. Some of these activities may be described as social, such as community dinners, musical festivals, folk singing, especially singing, which is the most democratic and most spirited of all the arts.

The object of these activities is to promote a better acquaintance and the spirit of good will. A friend said to Charles Lamb, "Come here, I want to introduce you to Mr. A." Lamb replied, with his characteristic stammer: "No, thank you," "Why not?" "I don't like him." "Don't like him? But you don't know him." "That's the reason why I don't like him." The community center operates on the conviction that antagonisms among men are destroyed by better acquaintance.

Some of its activities may be described as *recreational*, such as dances, games, motion pictures, community dramas, especially the drama, which is "the ritual of the religion of democracy." The object of these activities is to meet the need for fair play and the hunger for joy, a need every day more keenly felt under the monotonous grind of our machine age. Aside from the necessary relief which play brings its moral and educational value is as great as that of work, and sometimes greater. The community center proceeds on the assumption that the playground is as important as the school room, that play is re-creation as well as recreation, that it is needed by all alike and that the leisure problem is as urgent as the labor problem.

Some of these activities may be described as *educational*, such as courses of lectures on scientific and literary subjects, the Americanization of immigrants, a branch library, a savings bank. The object of these activities is mutual aid in self-development which is one of President Wilson's definitions of democracy. The community center is guided by the principle that education is a life process, that it can be secured only through self-activity and that it ought to be acquired not apart from but thru one's daily vocation. When the people of any community perceive the formative principle that the school house belongs to them and that education is not limited to book learning, then the way is at once opened to the community use of the school house for every kind of cooperative enterprise designed to meet human needs, provided it is never for profit but for the common welfare. It is my conviction that the time is not far distant when the schools everywhere will be used not only to inspire cooperation in buying and selling the necessities of life, but also to direct and operate such enterprises, just as the public schools are now being used in Alaska, under the guidance of the United States Bureau of Education, with patriotic and economic results which are highly gratifying. The use of the school house as a polling place, a community forum, and a neighborhood club, are the three chief activities which this movement aims to promote. I have stated them in their logical order, but this may not always be the chronological order. In our world human processes do not move along logical lines, but along lines of least resistance. Therefore community center work frequently begins with some simple social activity, and from this evolves into larger activities. To learn to play together is sometimes a wise preparation for more constructive forms of cooperation.

The creation of community centers for the practice of free-men's citizenship is today our most urgent national need. Everywhere men and women are divided into classes according to their personal tastes or self-interest. There are social clubs, sectarian divisions, partisan groups. There are Women's clubs, labor unions, capitalistic federations. There are racial antagonisms, class hatreds, deep social cleavages and misunderstandings, dissimilarities of mind and purpose. It is this condition, this lack of public-mindedness, this lack of social sympathy and mutual understanding, which we have come to regard as a serious menace to our experiment in democracy and which will guarantee its failure if unchecked. Our present urgent task is to discover some means of welding America into a community. For, as Prof. Giddings says, "The primary purpose of the state is to perfect social integration." Social integration can be achieved not by physical but by spiritual means, for a nation is the will to be one people. "The Kingdom of Heaven is within you." So in the American Republic. A nation is a state of mind. How shall this welding process be effected?

That man has gone far towards finding a good answer to this question who discovers the true function which the public school is designed and equipped to perform in the unification and development of community life; when he discovers that it is the appropriate place for the untrammeled exercise of the sacred right of manhood suffrage in a republic; that it furnishes the ideal platform for a community forum, where citizens may go to school to one another and freely discuss all social and economic questions in order to fit themselves for the practice of citizenship; that it is the logical center, and clearing house for all enterprises, which concern the common welfare, promoting organized cooperation and preventing needless waste of time and money thru burdensome overhead charges and duplication of social activities; when one discovers these community uses of the school house, he has made a discovery of incalculable value to the progress of American ideals.

Address by Professor R. P. Green, Western Normal School,
Bowling Green, Ky.

Subject: "Elimination of Illiteracy by Community Effort."

The war for freedom and democracy has been won. Liberty and humanity have been saved from tyranny and brutality. The valor of American manhood bled and died at Chateau Thierry, St. Mihiel and Argonne for the preservation of the principle of self-government and for the ideals of America. The crusaders for liberty have set in

motion waves of influence which will be felt on the shores of eternity. This great achievement has been wrought with undimmed glory for American arms and for the perpetuity of American institutions.

Another task of vital importance to ourselves and our posterity is to safeguard and vouchsafe these treasures of representative government to the new world of peace. All the issues of the future depend upon the accomplishment of this paramount task. All of our energies, all our prayers, all our lives must be sacrificed upon the altar of education.

Without permanent loss or injury, we can practice economy in food, clothing and fuel; we may deprive ourselves of many luxuries; we may refrain from unnecessary travel; we may postpone business enterprises; we may suspend many activities not essential to health and happiness of the nation, but the support of our schools and other agencies of education cannot be withheld without the peril of permanent loss and irreparable injury.

The importance of maintaining our schools at their highest possible efficiency and giving every one the best possible opportunity for educational development has been made apparent to all who observe and think. The welfare of our country and individual prosperity depend upon high standards of work and the greatest possible attendance. The level of intelligence, skill and wisdom for the work of life and for the duties and responsibilities of citizenship rises for each age of increased achievement. The period of reconstruction after the world war will demand more and better trained men of scientific knowledge, technical skill and general culture. The world must be rebuilt and the trained people of the United States will play an important role in the agricultural, manufacturing, commercial and cultural activities, for the trained men of Europe have paid the last full measure of devotion, so the schools of America will have to furnish the talent for industrial, educational and commercial rehabilitation of the old world.

Americanization is of vital importance at the present time. Men and women who seek our shores for opportunity, liberty, must be given an opportunity to learn the English language. The last census showed more than thirteen million foreign-born people and more than thirty-two million of foreign birth or parentage, and it is estimated that fully 5,000,000 of these use a language other than English. We drafted into our army tens of thousands of men who could not understand a word of command, order, or make a memorandum. The first draft brought into the cantonments 40,000 whose confused tongues were learning to speak the language of the land they were summoned to defend. During those trying days when food was the crying need of the hour, the Secretary of Agriculture sent out many bulletins urging farmers to produce more wheat, more food, and told them how to do so; there were two and a half million of American farmers who

could not read a word and nearly twice as many read with such difficulty as the bulletins were of little or no value.

Hundreds of thousands of those emigrants know nothing of our country beyond the Palisades of the Hudson. Many of them know nothing of the wheat and corn fields of the west or the cotton fields of the south. They know nothing of our mountains and valleys, hills and plains, fields and forests, rivers and waterfalls. They know little of our history, its growth, development or principles of government, or of the ideals of our national life. They must learn to know its spirit.

"There can be no divided allegiance here. Any man who says he is an American, but something else also, isn't an American at all. We have room but for one flag, the American flag. We have room for but one language here and that the English language, and we have room for but one soul loyalty and that loyalty to the American people."

The fact is appalling, not necessarily disgraceful, but at least discreditable and uncomfortable to a great, free, liberty-loving civilized nation, that 5,516,162 persons above ten years of age in the United States are illiterate. This constitutes 7.7 per cent of all that part of our population. One-fourth of this number is native white or 1,534,272. 58 per cent of all are white. Worse still is the fact that 2,273,604 of these are adult males of voting age; enough to turn the scale of any national election ever held. It does seem startling that the balance of power is in the hands of the ignorant voter, as the above figures indicate. If these 5,516,163 were arranged in a double line three feet apart and marched at the rate of twenty-five miles per day, it would take two months for them to pass any given point. Their economic loss to the country at fifty cents loss per day per person amounts to \$825,000,000.00 annually.

The teacher can do and has done much to remove this stigma from our state's flag, but the school cannot reach very readily a large number of illiterates without the intelligent cooperation of the general public. The work of that energetic, patriotic, capable superintendent of Rowan county, now head of our Illiteracy Commission, who has a vision of the future state, who has sympathy for benighted humanity and who loves her native heath, will bring joy and happiness to many a timid heart of our people. The curtain of darkness hangs over many of them like a pall. The eyes of these unlettered poor cannot penetrate the mysteries of life and pardon as revealed in the gospels unless some ministering angel in the form of a public-spirited teacher teach them. The crusade against ignorance in any form is truly righteous and holy. It means moral, material and intellectual improvement to the communities wherever the crusaders with their torches of intelligence enter. To shed light into dark corners and obscure places and to bring hope to the hearts and lives of humble homes to whose inmates the door of opportunity has been closed

by their own negligence or society indifference or by a public opinion in state of lethargy, is the patriotic duty of every good citizen who is willing to emancipate them from the thraldom of illiteracy.

It has been the tradition of our people that the schools of the country are the training stations of our standing army of peace; that the school houses are the fortifications that hold back the invasion of the hosts of ignorance, vice, anarchy and economic inefficiency. In an organized social democracy, education is as important to the perpetuity of the republic as food, clothing and shelter and should claim the services of the intelligent public. If then a state fails in securing right training for its citizens by its regular organized institutions, other methods must be resorted to, or popular government must give way to some form of society, and economic organization less dependent upon intelligence, skill, virtue and good will of its citizens.

It is bad to have illiterates in a country, but very encouraging to know that processes and forces are at work that are conspicuously and diligently efficient in diminishing these positively and relatively at an accelerated rate. Our record for reduction is probably unequalled in the world. The processes and forces now in triumphant operation will soon bring a glorious consummation to pass, for this decline is co-extensive with the improvement and multiplication of educational opportunities, such as moonlight schools, college and university extension work, trained teachers, high schools, consolidated schools for rural communities and improvement of the course of study and compulsory attendance laws.

The effect of illiteracy on the productive industry is to dwarf the creative capacity and blight development of industry requiring skill and intelligence. The creative and productive power of a people is a fundamental educational problem. The creation of values, the production of wealth, the multiplication of human wants and development of the means to satisfy the wants are questions for all time. The more and better the commodities the wealthier the people or nation. To multiply wealth and prepare man to use it properly for himself and his fellows are essential to true progress. To make wealth abundant and to make it minister to the world's needs, means that we make wealth cheap and man dear. This recognizes man with intellect, skill and morality as the chief factor in the creation of wealth. The progress of civilization is measured by the ever growing skill, intellectual and moral equipment of race, the production of the skill that creates new wealth and conserves the already accumulated storehouse. These conclusions can be obtained by considering the figures. The foundation of imperial greatness rests upon the ability of the people to create wealth and character. Ignorance invites national decay and degeneracy and ruin. Witness Portugal with 80 per cent of its people illiterate, Spain with 75 per cent, Italy 33 per cent, Cuba

79 per cent, Russia 77 per cent, Brazil 80 per cent, and Mexico 80 per cent. As each country expends money for education, it removes the illiteracy and increases the power for productive wealth. The ignorant savage stands before the river unable to follow his enemy, but getting some knowledge, he makes a canoe and follows; getting some more information, he cuts a forked stick for plow and feeds the tribe; growing wise as the ox, he makes him carry his burden. By knowledge of the tiller of the soil, wild rice becomes wheat; the forked stick becomes the steam gang plow; the flail becomes the header; the raft becomes the ocean steamer; the prarie schooner, the twentieth century limited. Ignorance wastes soils, forests, coal, water power, life; wisdom conserves and builds up the soils, preserves the forests, utilizes coal for industrial purposes and harnesses the falls for illumination and prolongs the span of life by sanitation.

Ignorance is both death and sleep. Wisdom is myriad minded and alive for manifold acitivity. Ignorance wastes; wisdom conserves; ignorance paralyzes; knowledge quickens; ignorance makes poverty, wisdom makes riches; ignorance destroys; wisdom creates; ignorance degenerates; knowledge produces better specimens; knowledge gives power, but frailty is the gift of ignorance. The educated mind sees visions of forces and masters them, but ignorance is blind and cannot see. Wisdom unfolds the powers of the individual, but illiteracy swivels them. Training develops powers and reveals opportunities. Lack of it dwarfs powers and shuts the door to hope.

It is, therefore, evident that the greatest factor for increasing the wealth of a community is obviously the intellect, and the largest waste to a state or nation is ignorance. The heaviest tax is the tax of ignorance. Lack of development, failure to develop resources, wastes in industry, erosion of soils, wastes in the forests, exhaustion of agricultural resources, are through ignorance. Failure is lack of knowledge. Success is knowing how. Wealth is not so much in things of iron, wood, stone and soil, but in the creative power of the citizenship. Wealth is in knowing how to smelt the iron, to carve the wood, to chisel the stone, to till the soil. Knowledge opens the tunnel; spans the gorge; crosses the deep; develops industry. Ignorance breaks machinery in the factory; spoils the raw material; burns out the boilers; lets the coal lie idle under his feet and allows the soil of untold wealth to flow to the sea. It leaves the plow to rust in the fields and the mowers and reapers to become the victims of the summer's sun and winter's snow.

The economic wastes of illiteracy can be felt in all fields of industry and reflects itself profoundly in the use and abuse of our natural resources. Intensive farming on all the farms of Kentucky would quadruple the farm output of nearly all crops. Our illiterate population developed into intelligent skilled citizenship would utilize our wonderful water power resources, propel the machinery of in-

dustry with hydro-electric power; support a population of 12,000,000. Kentucky's coal area could be made to employ a vast population in the manufacture of articles of high grade to be sent to other parts of the nation and the world in return for its intelligence in the form of skilled labor. Kentucky's coal area is as great as that of England, Germany and France combined, yet England alone mines 350,000,000 tons annually, while Kentucky digs only 20,000,000. Of this we ship two-thirds to other states to make articles which are shipped back to us at enormous cost, but we pay the bill. All of this could occur within the area of our state if the thousands of unskilled laborers could be by any method of training made into skilled workmen. Kentucky's skill and brains could in this way multiply enormously the wealth and capital of the bluegrass state. The creative power of the 208,000 people who cannot read and write, estimated on the basis of what other people have done, is enormous. The economic loss of the state in having these among us compared with what they might have produced is beyond comprehension. It has been estimated that every day spent in school when the school term is extended through the high school is worth in increased earning power over the unskilled labor on the average of \$10.00. The Bureau of Education estimates that the average school term of the average individual amounts to 5.27 years of two hundred days each, which when added to the high school amounts to about ten years or two thousand days of school work. Assuming that the individual attend 90 per cent of his time in doing the work in the common schools, he will attend school eighteen hundred days. Assuming then that this work is completed by the age of twenty and that the individual would live to be forty years old, and that each day's schooling is worth \$10.00, we have an enormous economic loss in possible productive wealth of \$3,600,000,000.00, four times the assessed value of all the property of the state, which could be added to the wealth of the state if all the illiterates could be transformed into highly skilled laborers working their maximum capacity for twenty years. To be conservative, if we could quadruple the educational power of all of our people, including those who cannot read and write, we could multiply the wealth of the state by at least ten. Then if we are to develop our natural resources, improve our soils, make our waste places blossom as the rose, conserve our forests, keep our soil on the hillsides, unfetter the souls that are now in the bondage of illiteracy; if we are to make our homes fit places from a sanitary point of view for growing of manhood and womanhood, and if we are to make two blades of grass grow where one formerly grew, and two graces of heart where none grew before, and if we are to keep alive in men's minds and hearts the ideals of truth, honor and patriotism, and cultivate patriotic, intelligent citizenship with reason and love of justice; if we are to preserve the substratum of all democracy, the individual, we must

educate all of our people, must eliminate adult illiteracy. The illiterate voter must go, the republic cannot endure partly educated and partly uneducated.

WEDNESDAY, MARCH 5, 1919.

Morning Session.

HON. MAT S. COHEN, Commissioner of Agriculture, Labor and Statistics for Kentucky, Presiding.

Synopsis of address by Miss V. Lota Lorimer, Director of Red Cross Nursing, Lake Division.

Subject: "Public Health Program of American Red Cross."

HOME DIETETICS.

Each Red Cross Chapter, through its committee on educational activities, should actively promote the formation of classes in home dietetics both among Red Cross members and among non-members in its community. This course is designed to teach women the proper selection and nutritive value of food in order that they may understand and apply the underlying principles of dietetics in buying and cooking, and in serving food in their own homes. The course consists of fifteen lessons of not less than two hours each and a final examination. A necessary requisite to appointment as an instructor for the course in Home Dietetics is that the candidate be an enrolled Red Cross Dietitian. Dietitians are enrolled for service with the Red Cross by the Department of Nursing at National Headquarters. From these enrolled dietitians instructors for the Home Dietetics course will be appointed. Red Cross chapters should render all assistance possible in providing adequate class rooms and in supplying the necessary class room equipment, in order to insure instruction being given under favorable conditions and to reduce the expense of the course which must be borne by the members of the class. These classes may be organized by individuals, schools, clubs or other organizations. It is not the purpose of the Red Cross to conduct its instruction work for profit, but rather to disseminate to the greatest extent possible the information and knowledge which the course in Home Dietetics offers. The chapter should aim to carry out this policy and by so doing further the spirit of the Red Cross in each community. The chapter should also establish the charge for instruction in this course, and the amount of the instructor's compensation, and should collect the class fees and pay the instructor. It is especially desirable that the class fees of students be the minimum if the class is composed of women of limited means; and by proper management the chapter may be able to extend the benefits of the course to many who could not otherwise afford to take the instruction.

THE DEVELOPMENT AND ADMINISTRATION OF CHAPTER NURSING ACTIVITIES.

The various specific nursing activities which, under proper conditions, may be instituted by a chapter are:

- (a) To develop and aid in the organization of public health nursing over the entire territory of the chapter.
- (b) To co-operate, wherever possible, with federal, state or local public health officials and bodies, and with the Federal Children's Bureau, in health campaigns.
- (c) To cooperate in the organization of committees on nursing activities in branches and auxiliaries where desirable.
- (d) To organize and conduct classes in Home Hygiene and Care of the Sick, and in Home Dietetics and to develop and extend such instruction to schools, clubs, industries, churches, etc.
- (e) To cooperate in the enrollment of Red Cross nurses and dietitians.
- (f) To engage in such other Red Cross nursing activities as may be established.

The chapter Committee on Nursing Activities should include among its members one or more representatives of each of the following:

- (a) The Board of Health.
- (b) The Board of Education (or a representative teacher).
- (c) The Medical Association.
- (d) The Chamber of Commerce or Board of Trade.
- (e) The clergy.
- (f) Such other active local organizations as the Civic Club, Woman's Club, etc.
- (g) The Chapter Home Service Section. It may be of advantage also to have a representative of the Committee on Nursing Activities on the Home Service Committee, and it is suggested that this be arranged for when practicable.
- (h) The Local Committee on Red Cross Nursing Service, where convenient; or if not, then a representative Red Cross nurse qualified as a general representative of the Red Cross Nursing Service should be appointed with the approval of the Division Director of Nursing.
- (i) Other local public health nursing agencies, if any.
- (j) Chapter School Committee.
- (k) United States Department of Agriculture (usually a Home Demonstration agent.)

All money required for chapter nursing activities, such as administration expenses, salaries of public health nurses, cost of transportation and the purchase of equipment and supplies may be taken from the general chapter funds, when sufficient, on authorization of the Chapter Executive Committee.

It is desirable that courses should not be given gratis, but the chapter, in organizing classes, should take into account the financial ability of the class members and charge, where advisable, only a nominal sum.

Hereafter, all the chapter functions of the nursing service are to be conducted by the Chapter Committee on Nursing Activities, and this committee should absorb the committee, if any, now conducting the course in Home Hygiene and Care of the Sick and Home Dietetics, but should not include the direction of First Aid instruction among its functions.

THE ORGANIZATION AND ADMINISTRATION OF A PUBLIC HEALTH NURSING SERVICE.

The Red Cross would prefer to have communities organize and finance their own public health nursing service, where possible, under the supervision of the state authorities. Where the community is unable, or not ready to bear the entire burden of financing a public health nursing service, the Red Cross will undertake to organize the service and finance it, with the aid of the community or from its own funds, until such time as the state or municipality will take over the direction and supervision of the service.

Where no Public Health Nursing Service exists or none is immediately projected it is very desirable that a chapter establish such a service and chapter funds may be used for this purpose. However, it will be preferable in many cases not to use chapter funds wholly, but to enlist the support of the community by seeking the money needed from sources such as municipal or county funds, private contributions, or special campaigns.

Where an organization interested in child welfare or general public health nursing has been working in a territory for a considerable period and is contemplating the establishment of a public health nursing service, the Red Cross chapter should not establish such a service without consulting the organization first in the field. Where it is ascertained that the other organization is considering the establishment of a public health nursing service and is well able to conduct it, the chapter should abandon any plans for setting up such a service. Where the other organization is accumulating funds and is in a fair way to collect an amount sufficient to set up the service the chapter should also withdraw from the field.

Where there is an existing organization conducting a public health nursing service which might greatly extend the development of its work through the financial assistance of a chapter, the chapter could appropriate from its funds a sum sufficient to aid in the development. No donations from chapter funds in excess of one-tenth of the yearly expense of conducting the public health nursing

service shall be made, except upon consultation with the Division Manager, the Director of the Division Department of Nursing and the Director of the Division Bureau of Public Health Nursing, as to the wisdom of employing chapter funds in the development of the service in question, as very often it requires a close inspection of all aspects of the situation to determine whether the money would be well invested or not.

The desirability of establishing a chapter public health nursing service having been decided upon, the chapter should adopt in advance some plan for financing it. The financing of the public health nursing service shall be done by the Chapter Committee on Nursing Activities, subject to and with the advice of the Chapter Executive Committee.

The nursing of patients shall be carried on only under the direction of a physician. No other procedure is possible unless the nurse oversteps the bound of her profession.

Bedside care shall not be extended to patients with certain communicable diseases, such as smallpox, scarlet fever, etc., unless due provision can be made for the protection of other patients. Instruction in nursing and every possible assistance shall be given to families in which such cases occur.

Under no circumstances shall a public health nurse be expected to act as dispenser of food, clothing, money or other form of material relief.

The Red Cross public health nurse shall wear the standard nurse's uniform of the American Red Cross. Specifications for this uniform shall be obtained by the Chapter Committee from the Division Director of Public Health Nursing.

Experience has shown that the scope of usefulness of a public health nurse is greatly broadened in a community by placing the work on a business basis, as many families who would not request the services of a nurse when the service is on a free basis, will readily do so when a fee is charged. The Chapter Committee on Nursing Activities shall decide the chapter policy on this question and fix the fee (sufficient to cover the average cost per visit) to be charged for all visits made at the request of the family visited. Any family in the community should be entitled to call for the services of a nurse and the public health nurse should, in conference with the sub-committee, if necessary, determine what fee, if any, should be charged those patients unable to pay the usual fee.

The public health nurses must be appointed to the chapter by the Bureau of Public Health Nursing at Red Cross Division Headquarters. In many cases the Chapter Committee on Nursing Activities will request that a specific nurse be appointed, or suggest desirable local candidates. All such cases shall be taken up with the

Division Director of the Bureau of Public Health Nursing and every effort will be made to comply with the chapter's wishes.

Nurses desiring to serve as Red Cross public health nurses must meet all the requirements of the Red Cross Bureau of Public Health Nursing and must be enrolled Red Cross nurses or must make application for enrollment.

An effort should be made by the Chapter Committee on Nursing Activities to interest a nurse who is a local resident, and who will meet the Red Cross requirements for the service. The nurse's knowledge of and her adaptability to local conditions will be of help in her work.

The first three months of a nurse's services shall be considered a probationary period, during which time either the Chapter Committee on Nursing Activities is free to dismiss the nurse or the nurse may resign, on a short notice.

Any time after the expiration of the three months' probationary period when a change or dismissal of nurses is desired, at least a month's notice thereof shall be given to the nurse and to the Division Director of Public Health Nursing. The nurse shall also give a month's notice of her intention to leave.

When practicable the nurse shall have one-half day a week, exclusive of Sundays and holidays, for rest and recreation.

Under ordinary circumstances, nurses should not be called for night duty, but in case of emergency, when this is done, the chapter should provide for the care of her patients during the day. The chapter should forbid any attempts made by the nurse to practice privately after hours.

It is desirable that the nurse have an office where she may be found at stated hours for conferences and for minor dressings. This office should not be connected with any church or society giving material relief. Such an office will fill a great need in small communities, if it can be centrally located, and may also serve the purpose of a dispensary, with a physician in attendance, one or two days a week. It is suggested that the office be a part of the chapter headquarters where convenient

Address by Dr. Arthur T. McCormack, State Health Officer of Kentucky, Late Chief Health Officer of Panama Canal.

Subject: "The Kentucky Health Problem."

Kentucky's health problem may be discussed under three heads: (1) Invoice of health conditions so we may know which need remedying. (2) Invoice of health agencies so necessary additions may be estimated and provided for. (3) What is to be done now?

Regardless of your knowledge and mine, that almost half of the annual death rate of Kentucky is premature, caused by diseases which can and should be entirely prevented; in spite of the progress that has been made in this State in abstract knowledge of the sanitary laws of life—and in no other State has greater progress been made, nor are the health authorities so secure in the co-operation of the people in any other State as in Kentucky—our country is confronted with a demonstrable threat of national inefficiency from ill health. It is my purpose not merely to arouse this distinguished body to a realization of this threat. A mere rhetorical display which would present to you the history of the mistakes of past ages would be as futile as it has always been. I would awaken you not only to the dangers which threaten, but to your own duty and responsibility in devising practicable measures for preventing them while there is yet time. It is to such organizations as this that the country has a right to look for leadership—such inspired leadership as will not only present its facts convincingly, as will fearlessly denounce error or mistake in men or methods; as will, above all, devise and demonstrate the correct ways and means; and then will persuade fiscal courts, city boards, the General Assembly and the National Congress to adopt such ways and means as will carry the lessons which mean health, life and efficiency to every individual in every home, however remote in the country, however crowded in the city.

It is with this purpose that I shall present to you certain fundamental facts as a basis for the executive and educational structure I would rear, embracing not health alone, but all those elements of action and knowledge on the part of its citizenship which are essential to the welfare of the Commonwealth.

Naturally these statements of fact will be based upon my own experience as executive officer of the State Board of Health of Kentucky, and will suggest remedies for the conditions which exist here, although these conditions can be multiplied by the number of states in the Union, except that the factors going to make up the sum total of good or bad health of the people of each state vary with many more or less local conditions, which it is not necessary for me to enumerate here. In Kentucky we have about 30,000 deaths each year and a few more than 60,000 births. Of the deaths not only are practically 14,000 each year from diseases which we now know how to prevent, but the enormous sick rate of which these 14,000 deaths are the ultimate and tangible result would likewise have been entirely prevented had modern sanitary knowledge been applied by the people themselves at the right time. For example, in 1918, a typical year, we had 4,643 deaths from tuberculosis, and 27,858 cases of illness from this disease were reported; 1,100 little babies died with the diarrheal disorders of infancy and 22,000 of them were reported as ill from this disease; there were 625 deaths from typhoid

fever and 9,375 people suffered from this purely filth-borne disease; 241 Kentuckians died from diphtheria, while 2,410 of them had their lives endangered from this cause; there were 342 deaths from measles from 17,100 cases and 829 whooping cough from 41,450 cases; 1,202 of our citizens died from cancer, and there were 1,776 killed by industrial or other violence. In other words, and summing the matter up in a common denominator, which is understood wherever English is spoken, during 1918, which has been an average year so far as sickness and death have been concerned, preventable illness has cost the people of Kentucky in unnecessary doctors', druggists' and nurses' bills and loss of time from work, \$76,549,828. During the same time, in its dead citizens, valued by economists purely as machines at \$1,700 each, that Commonwealth has lost \$41,211,400 in the unnecessary, premature and preventable deaths that have occurred. As badly as the State needs many things, it is wasting the enormous equivalent in human flesh and blood of \$117,761,228 a year in wholly unnecessary sickness and death, at least three-fourths of which is readily preventable and should and can be prevented within ten years.

In 1916 when our militia was mobilized, as a member of the Medical Reserve Corps of the United States Army I was ordered to assist in the examination of the Kentucky militia. At the call of the President and country there assembled 4,200 militiamen who were selected, as prescribed by law, from among the thousands of their countrymen who would gladly have responded to the Union's call. These men were selected by their officers, because superficially, at least, they seemed to possess the physical stamina and mental caliber necessary to make soldiers. When the physical examinations were completed, and they were conducted entirely by experienced Kentucky physicians, it was found that 1,600, or 37 per cent, were physically unfit to go to the front.

The deductions drawn from these smaller figures are amply confirmed by the larger ones of the National Army. 75,024 men were examined, and with materials, lowered standards as to height, and weight, which accounts fully for the difference, 25% were physically unfit for duty as soldiers. In both examinations, however, the total rejections as totally unfit and wholly useless were between 14 and 16% of the total. Of these at least half are as useless and worthless as citizens as they would have been as soldiers. They represent a degenerate, because diseased, riff-raff from our cities and small towns - with neither morals, mind nor physique sufficient for them to solve the complex problems of modern life in such a way as to make them useful. I regret to say that I believe had this mobilization been of our women, even the women of Kentucky who are our pride and boast, although the causes of deficiency would have been superficially different, practically the same results would have presented them-

selves. Necessarily and naturally these figures do not include the obviously unfit, such as the insane, feeble-minded, criminal classes, but I desire to call attention to the existence of an inefficient class in the United States, largely due to physical causes entirely preventable or remediable, constituting approximately one-tenth of our population, who remain so constantly inefficient throughout life that they are not self-maintaining, but are community or family burdens, and are therefore public charges directly or indirectly, and to leave with you the question as to whether it would not be better for the State to assume the charge directly with a view to gradually lessening it.

As a natural corollary of these vital facts, and as an equally damning factor in the education of our youth for citizenship, I ask your attention for a moment to these facts gleaned from the census reports:

Between 1870 and 1900 the population of the United States increased from 38,000,000 to 76,000,000, and in the same period the tilled farm land area increased from 400,000,000 acres to 839,000,000 acres. On the other hand, from 1900 to 1910 there was a 21 per cent. increase in the land in farms. There has been no increase in the production of food grains in the last twenty years. Between 1900 and 1910 there was an actual decrease of 20,000,000 of the food producing animals, although there was an increase of 16,000,000 people in the same time. Between 1880 and 1910 the area of tilled farm lands in New England, New York and New Jersey decreased 9,809,834 acres, and in a recent address before its legislature the Governor of Virginia announced that there are now in that state 10,000,000 acres of tillable unfarmed lands.

Turning from results to causes, let us consider the basis upon which we now term diseases as preventable, realizing that preventive medicine is in its infancy, and that such a consideration is elementary and suggestive as compared with what may actually be done when the health part of education has received its proper emphasis.

Preventable diseases are grown from seed, which we call germs, just as crops or weeds are grown. Just as the seed of wheat and barley grow best in the North and cotton and sugar-cane in the South, so the germs of tuberculosis, of diphtheria, of pneumonia have their natural locus in the respiratory tract, while those of typhoid fever, the dysenteries and the intestinal parasites are found developing in the intestines. As the seeds and their products, as food, from northern fields are distributed not only through the South but throughout the nations of the earth—to those in direct line first—just so these disease seed and their products, as poisons, are found scattered through the whole body of the one in whom they develop and are thence conveyed to relatives, neighbors, friends—to those in direct line first. The natural laws under which the seed of the field are planted, develop their crops and are harvested are no more definitely known

than are those in accordance with which the seed of these diseases are propagated, develop their symptoms and are harvested as unnecessary sickness, preventable death or lingering inefficiency. While it is true that scientists understand the one as definitely as the other the practical knowledge of crop management is in the hands of those who manage crops; the practical knowledge of disease prevention and human efficiency is not in the hands of those who would live and who would be efficient. It is the man who has the disease who must know how to prevent the spread of the disease seed which have developed in his body. Sanitation has too much emphasized the wrong of having disease as distinguished from the crime of spreading disease. It would be neither difficult nor expensive for every individual to so manage himself or for counties or cities to so manage that practically all the excretions which might harbor diseased seed would be so disposed of that they would not reach some other individual. A child who contracts diphtheria or influenza from you or me and dies is poisoned, is murdered as much as if you or I poisoned it with strychnine or arsenic. Systematic and annually repeated examinations of the well so that remediable defects may be remedied while simple; early and adequate treatment, including nursing and hospitalization of infectious diseases, with a view to not only decreasing the death rate but to preventing the spread of sickness; systematic inspection and sanitary licensing of food for their citizenship producing and handling establishments; the economic disposal of garbage and manure so as to prevent fly breeding and water pollution; the provision of pure water supplies not only for cities but for homes. When what we now know of the causes of diseases and methods of spread are known to every individual, health departments will have the time and equipment to investigate and include many other diseases now contributing to inefficiency, but which we are as yet unable to prevent, and will assist those who have an aroused health conscience not to spread; will perform those definite community functions which can be done more effectively and economically than by each household separately; will, by frequent physical examinations and re-examinations, help each and all to practical knowledge of how to live and work and play; will bring before the courts those criminals who propagate disease; and, more than all else, will continue to take their part in the training of the young during their formative periods in all these things.

How may these desirable ends be brought about in these physically degenerate days in which we live?

I shall answer this query by recalling to you the definite campaign conducted by the State Board of Health of Kentucky, financed by the Rockefeller Commission for the eradication of hookworm disease. The incidents of this campaign, with its successes and failures, constitute the most brilliant page of health work in Kentucky, and

the lessons it has taught there are capable of universal application in all sections and for all diseases.

In order to make this clear, I must tell you what we told the people at every crossroads in the counties where these public health campaigns were conducted about hookworm disease. This disease is most prevalent in the sandy soils of our hill and mountain sections. The people of this part of Kentucky are a pure bred Anglo-Saxon people. They have the virtues and faults of their ancestry. Hospitable, frugal, conservative, it is necessary to actually show them the proof of one's proposition; but once convinced, it is easy to get their co-operation, but difficult to keep it. About hookworm disease they knew nothing; hence did not believe such a disease existed. They did not actually believe it non-existent, as so-called more highly educated antis would, but had never heard of it. Even if there were such a thing, they did not believe they had it, or, if they did, that we could recognize or cure it, and many of them, religious but fatalistic, believe that, in common with all afflictions, it there is, and if they have hookworm disease, it has been given them for a good purpose by a higher power who will relieve them of it when He chooses. They gathered at our announced dispensaries by the dozens or hundreds, frequently coming for miles, quietly distrustful, but equally without prejudice for or against us or our propaganda.

The hookworm is about half as long as a common pin and about the size of a pin. In its natural size, seen singly, it does not appear formidable. But when you see its magnified mouth, with its hooks from which its name is derived, and know that once hooked into the intestine it sucks blood, each worm using a drop or more each day, and then, through what we may call its hollow fangs, it pours its poison into the blood stream, and that it is rarely found singly but usually by hundreds and not infrequently by thousands, it is easy to realize its twofold results in the individual, especially if young and undernourished, who harbors it. These are stunted of growth, frequently even to dwarfish, from the anemia or blood starvation, and toxemia from the poison infected. A boy of twenty may look as if he were ten or twelve—permanently ruined, dwarfed, hopeless, a mental, moral, physical wreck, stranded by an eddy in the river of progress—and yet live for years; while another, similarly infected, may develop the rapid anemia and toxemia, abdominal dropsy and general edema and death.

Each female worm lays eggs by the hundreds. These pass with the dejecta, and dropped where there is shade, moisture and warmth, the eggs soon hatch out their baby worms, and these are in a few days ready to push through the exposed skin of the toes, legs or hands of the next unthinking boy or girl who comes along. In the toes or along the legs they produce the symptom long known as dew poison, or toe itch, for which our grandmothers tied a greased, red flannel string

around the big toe. This treatment always cured (?), because the tiny worms, 1/400 of an inch long, rapidly work through the skin and flesh and swim along the veins to the heart and lungs, whence they are coughed up and then swallowed, finally attaching themselves in the intestines, sucking in their food of its wall, and they remain months or years until accident or treatment dislodges them, causing the various and vague symptoms and physical phenomena which go to make up what we call hookworm disease.

You understand that I am but sketching the picture which is drawn in the vernacular when talking to the people, a lantern slide showing each step to the eye as the words describe it to the ear. The audience listens, respectfully, intent, but unconvinced.

We show them on the screens groups from neighboring sections—the nearer the better—calling attention to the expression or rather lack of mobile expression the laughless face, frequently asymmetrical; the staring fish eyes, the protuberant, dropsical abdomen—what they call pot-belly—in the children, the swollen legs, whole families consisting of many stunted, mirthless children, varying but little in size, but all prematurely aged and apparently with the weight of the ages on their too small shoulders. We throw on the screen the old houses, carved out of the forests by the hands of their pioneer forefathers, and get them to see with us their rotting timbers, broken porches, the irregular and broken comb-lines of the roof, missing rocks in unpointed, decaying chimneys. We picture the gradually decreasing acreage of tilled lands on the farms of which these houses are the homesteads, the successive areas of "new ground," cleared of their virginal forests, the surface soil frequently washed away, leaving the bare, gravelly ditches washing over patches of dwarfed grain. Where the pioneers built homes the later generation built cabins, first log and now the miserable, rough, upright box houses that too frequently sawmills enable those decadents to build. Children, parents, homes, farms, orchards, even the infrequent livestock, all seem to be laboring under some spell that makes them slow and heavy, dull and listless. Of course we all know that not all of any section of Kentucky is like this gloomy picture, and that in many parts of the State there is practically no hookworm disease. The exceptions in the affected sections are the rifts in the clouds that show what all could be, what all have a right to be, when they are cared for as human beings, examined and treated and then followed up and rehabilitated, shown how to earn a living, and then how to live. Just as we lead them on the pathway to health, so must they as carefully, as slowly, as thoughtfully, be taught to see and tread the other paths; all essential for them to know the road to a wholesome, moral, useful life.

Next, pictured on the screen, is shown a dilapidated building—evidently not a safe or fit refuge or abiding place for the beasts of

the field—and we try to show the futility of such schoolhouses for any practical training in life as it should be distinguished from as it is. A few interiors from the worst class of schools; many without desks having only rough benches; others with desks designed by a descendant of old Procrustes, the feet of the smaller children dangling, asleep, on their tiny legs varying inches from the floor, the gaunt legs of the older ones twisted, scissors fashion, as they bend their stooped shoulders to try to cipher or decipher in the poorly lighted, badly ventilated room. Stove and children quickly consume between them the available oxygen, and the poor youngsters who continue to drink at these Pierian springs hibernate through their school days, asphyxiating themselves as the bears in the same wilds did before them.

Small wonder when one sees such schools, and even much better ones, and knows that these children and their parents "sense," without exactly knowing that they know, that the curriculum is as useless in their lives as "a painted ship on a painted ocean," that the investigation in one of our best counties has shown that 47 per cent of those of school age are enrolled as pupils in the common schools in spite of drastic compulsory education laws. Of this less than half of the children, only 20 per cent enter high school; while but 3 per cent of the latter go to college, and, last and most significant, in this good county, of this 3 per cent trained under a wholly impractical and inefficient system, less than 0.1 per cent return to live in the county which educated them. And yet, wonderful to relate, the whole course of education from the first grade to the eighth through the high school and the college, is framed, as it came through Virginia from England, for the negligible minimum who are too frequently taught just enough to ruin them for useful lives in their nautral rural environment and driven to make a large part of the half-baked, under paid, submerged, professional or semi-professional town or city men. What a wealth of truth and philosophy, what a general application, had Uncle Remus' exclamation about his humbler race: "Put a spellin' book in a nigger's hand an' right den an' dar you ruins a plow hand. Wid one bar'l stave I can fa'rly lift the veil of ignorance; yes, honey, wid one bar'l stave I can teach more dan all the schools twixt dis and Michigan."

And yet in one of the humblest of those schools was observed one of the most pathetic examples of primal vocational education. In the very heart of the hills we found it, its teacher and each and every one of its forty-five pupils, a victim of hookworm disease, to say nothing of other ailments, and as we went in we found this teacher giving a rather complex lesson in music to these pupils. On a blackboard, once black calico, and blacked and reblacked with stove polish or shoe blacking, he had laboriously drawn his bars and notes where his flimsy "board" rested against the smooth logs, leaving his

students to read between the lines what they would where the rough "chinkin" made writing impossible. Standing in the door of this cabin school I could look across a ravine and see a ledge of coal that underlies practically all of this county, and yet wood in a tight stove consumed the scanty oxygen of these already anemic pupils. As I thought that if these children went through the eight years of the common school, and then, as no child has yet done from that district, spent four years in a high school and four in a college, and more yet in a university, he might and would be taught many things, he might learn to become a faddist or to call himself a philosopher; but in them all he would never learn things that he could bring back home to his own kind which would call them out from their inefficient, because diseased lives and teach them the value of the soil and minerals with which they are surrounded. It was only after returning home that, pondering over these things and others, I realized that the teacher taught wiser than he knew. In Kentucky, out of each five babies born one dies in infancy; another in childhood; a third between childhood and womanhood or manhood; and, of the other two, only one goes to school; and it dawned on me that this poor teacher, intuitively feeling these things he could not know, taught music because his pupils would, mostly, join the heavenly choir, where music will be their vocation.

These details are essential to the preparation of these people's minds, but they all have seen all these things throughout their lives, without realizing their cause, effect or relative proportion, and this recital leaves them unconvinced of the reality of hookworm disease.

Then the screen tells human stories, written, it almost seems, in the very blood of those it pictures. In the one family we note the marked results of the disease itself not only in the anemia and edema but the squalor and abject poverty—the hopeless worthlessness of them all; or another family in another county, typical of hundreds of their too prolific kind, who never laughed, sang, bathed, thought or worked. Primitive almost as when Druids were priests, glance into their cooking and eating arrangements, and you who never know the pangs of hunger unappeased, pause with me and think of the revolting mess of corn and beans swimming in unsavory fattish water and turn away in natural disgust and as naturally ask, "Am I my neighbor's keeper?" Then think of the slums, of the brothels, of the grog-shops, of the imbeciles, of the jails and poor farms, of the housing of the workmen in mines and factories and on farms, of all burdens of our several sections, and reconcile yourselves with all these forgotten ineffectives and the great Father "who must love the poor because he made so many of them," think and pray a little for this stranded section, peopled by our own flesh and blood, and remember that most of these men and women are potential sons or daughters of the Revolution which won our freedom; that they are as proud

and patriotic as they are shy, ignorant and impoverished; that they have forgotten and been forgotten too long to be able or willing to redeem themselves; that thousands of them are paupered inefficients, resident in pauper counties, and that this nation can ill afford to lose them or their kind. They hold as much promise for the future as any section of the race. Make them conscious of their real condition, help to lead them into all that is best of Christian civilization, and at an expenditure of a few cents per capita for a few years, you can add a better, bigger Scotland to the world.

Think of H—— C——. This poor, miserable, dying wretch was hauled from the county poor house to one of our dispensaries for miles in a jolt sled. Pellagrous, edematous, gasping for breath, our inspector pulled him into this chair, and for two years I used his picture to illustrate the end-results of a certain part of these poor people. One night I told his story to our legislature, and one of the senators, recognizing him, exclaimed: "Why, Doctor, that man is alive and well. You almost refused to give him any medicine because he was so near dead. But he took it after that long ride back and they said he passed thousands of little worms. He is not dead at all but is now a mine foreman, making over \$5 a day." And when I next saw him he appeared as an honest workman, his clothes, once empty, almost too full of healthy manhood, and, then again, dressed up on his way to a ball game, when he was learning, late in life, the elements of play which are as essential as work to well-rounded development, and which is a rarer accomplishment even than work in this workaday world of ours.

Let me introduce you to H—— L——. As I first saw him when he strayed, more in the semblance of a fox or rabbit, into a crowded dispensary group, the good country doctor, who was the mainstay and inspiration of that particular clinic, as some good country doctor was of all of them, came over to me and whispered: "Get that fellow out as soon as you can. His kind are so degenerate, he is such a pariah that soon no one else will be here if we keep him." Naturally interested in "poor white trash," these hopeless human derelicts, the diseased and ignorant driftwood of our own race, I led him, as one might a stray pup, to the barn, and when we had undressed him we thought we had a case of tinea versicoloris or some rarer skin disease, but subsequent developments showed it to be ingrained dirt. H—— had never worn his clothes out; he had worn them in. He had, when opportunity offered, added any outer garment which might cover a hole or reinforce a thin place, and soap and water repeatedly applied for months uncovered the skin underneath, as a little medicine and much kindness and some food brought the mind and soul that had sulked in that miserable body. At this interview H—— was too wild and shy, as well as ignorant, to tell his story, but it was drawn from him piecemeal as he developed. He

was about twenty-four years old. He did not remember having seen either his father or mother, but of the latter "had heered she was an old woman over the hill." I asked him if he ever earned any money. He replied, "\$6." Remembering that he was twenty-four years old, I asked him how he earned it. "I sold my vote three times for \$2 each time." "For whom did you vote?" "I do not know. The man who traded with me told me to take a stick I would find on the shelf back of the curtain and make a mark with the pointed end of it in a ring under a house on the paper, and then come out and tell him the kind of a house it was and he would give me \$2." I never think of the pathos of this poor fellow's degradation without wondering how a man who opposed his wife's right to vote could reconcile her to any confidence in his judgment and sense of fairness if he believed in manhood suffrage, and that this animal should vote merely because he had a semblance of a man.

In one of our interviews I asked H—— if he had ever heard of the Bible. "No, I never heerd of no such thing!" "H——, did you ever hear of Jesus Christ?" "No," came his slow reply; "there was never nobody by such a name in these parts." And in his part there never had been! From the miserable hovel on the hills'ide where he lived, or rather existed, the spires of three churches could be seen pointing toward the blue sky. Inquiry showed that each of them made substantial contributions toward the support of missionaries in Asia and Africa. In this they are right, but I'd rather have H—— L——'s chance for admission to the eternal home than to have that of all those who merely contribute of their surplus to pay substitutes to do their work in His vineyard here! H——'s treatment cost less than a dollar. He is an Anglo-Saxon white man of our own flesh and blood. He earns almost as much per day for honest labor as he had been paid in twenty-four years for his dishonor! He has occupied his idle hours wandering over bridle paths through his native hills securing specimens for examination and taking back the medicine to those found infested, so that they may have the benefits he has secured. Is not work worth while which will redeem such pariahs? There are many of them within a few blocks of where I speak, wherever that may be, in any part of this Christian land we profess to love. And I would rather have H——'s chance here and hereafter than yours or mine, unless we are willing to give some of ourselves, our brawn and brain to the service of our ne'ghbors.

I wish all of you could have seen two poor children in Larue County when I first saw them. They were born almost in sight of the birthplace of and from the same social substratum as our great President, Abraham Lincoln. A telephone message came to us from the neighborhood physician that he had five cases in one family, which seemed a combination of Bright's disease and peritoneal tuber-

culosis which he wanted investigated. Two of the little lives had snuffed out before we saw them. Hookworms were so thick in their starved little intestines that they seemed like wet hair-brushes. The little remnants, white as alabaster, emaciated yet edematous, looked like the spectres they soon would have been. But 20 cents' worth of medicine transformed and a little kindness redeemed them and their parents too. I saw them first after a year and marked the mere physical transformation. This in itself would not have been so remarkable, because we have often seen the emaciated and the weak restored to health and strength by love and care. But this is actual redemption. A little search would have revealed these lads' grandparents who were neighbors and friends, no doubt, of Tom Lincoln and Nancy Hanks. Think of the miserable hovel in which they were found; sitting in the mud of the "dog-trot." Think with me of these two old wrecks who had tottered through their worthless existence, without conscious knowledge of any of the higher impulses which distinguish the human from the brute. Will you turn with me again to the grandchildren, after two years, and as we know them, the first of their breed that ever worked; descended as they were from the poorest of "poor white trash," and realize that in five short years these three boys and their one shiftless father and mother and sister and little brothers have become real people, that he has paid off the mortgage on their rough farm, that they burned some lime and planted legumes on their wornout fields; that their new home has screened windows in its dining-room-kitchen and that a Kentucky sanitary privy devised by my father as a necessity of this campaign, self-cleaning, fly-proof, water-tight and clean, which prevents the possibility of the soil pollution which has dragged their family in its degraded depths, and, at the same time, fertilizes a flower bed, typical of the bloom of hope, of life, now and in eternity, that has come to them; will you not with me return thanks to the Great Physician that these in their redemption showed how the inefficient, submerged element of our race may be redeemed.

Our audiences listen to these recitals, moved emotionally, as you are, by this; but they listen as to the average sermon—with approval, even appreciation of what has been done for these poor sufferers, but without any idea or thought that they themselves are sufferers. They are willing, though, almost every single one of them, to take a great step forward in cooperation with us—as they file out of the meeting place they take the proffered little tin pillboxes, and next morning each of them brings it, half-filled with feces for examination for the eggs of the various parasites. The bright young women trained in our laboratories as microscopists, who travel with us to these people, soon find, in some specimen, hookworm eggs, and it is surprising how the countryman, used to sighting a rifle, can be

taught to sight down the inside of the barrel of a microscope. Always, in some one specimen at least, there will be discovered live embryonic worms just emerging from their shells, wriggling about the microscopic field. Leaders of public opinion at once become zealous converts. The wealth of conviction with which one of these old weather-beaten dubitists, straightening his full length after inspecting these tiny varmints that have come from his own person: "Wall! I'll be durned! I never knowed I were a durned snake-hole," indicates a revolution in the inner man, and the unbeliever is transformed into a willing follower. And, like his fellow Anglo-Saxons everywhere, when he has taken the medicine which was freely given him and finds subsequently that he has been harboring countless, tiny leeches, that had been sucking his blood and his vitality, he is seized with the missionary spirit, and goes forth to bring his neighbors and relatives that they too may find relief. Almost 100,000 were treated during this great campaign. Thousands of these were permanently cured. Hundreds were redeemed from utter worthlessness and hopelessness here and hereafter. At least two brigades of the American Army which helped to free the world for democracy and set the stage from which a parliament of nations will recognize the rights of all mankind were physically qualified during this work to take their places as soldiers, and, now returning, to proudly resume their places as citizens.

But this section and this campaign have taught us one lesson, which we must all appreciate if we are to make real progress in Kentucky, that health is but one, even if the most important one, of the requisites of efficiency. Recall for a moment the M—s and remember that for a year after they were cured of disease they were but husky brutes. It was only after they were shown how to work that they became efficient, and, subsequently, productive citizens. What we must have is an educational system which will put in their proper proportions and place a proper value upon not culture alone as at present but culture and agriculture, health and roads, the civil government of the world and the Divine government of mankind—will develop all these things into the warp and woof of every childish nature so that each of them will know how to do his job well, whatever that job is; will know how to enjoy and help control, and defend, if need be, our freedom and our country; will be taught enough of the sciences and the arts to appreciate his own work and to realize the necessity of that of his fellowmen; will be shown how, and then taught to work to improve the environment in which his fathers learned to be free-men; will be trained to live so that he will avoid disabling disease and accident himself, but so that should either mishap overtake him, he will, at all hazards, prevent others from contracting it from him. He will do those things because they are right and because it is his duty to his country, to his God and to himself for him to be efficient.

I cannot consume enough of your time to more* than glimpse the application of this plan to occupational diseases and to industrial injuries, and all that large class of diseases which produce not death alone, but lingering inefficiency, of which malaria, tuberculosis and cancer are types.

How shall we be organized for such a nation wide campaign? How may we substitute the State in the place of parents when the latter are but the empty semblance of the real thing? How shall we strike a balance between what demagogues howl about as liberty and that necessary patriotic restraint which is essential if we would rid ourselves of our ineffectives? How are we to avoid socialism and preserve individual liberty of action, and yet avoid national inefficiency?

I would answer these queries by saying we must have organization, education, law enforcement and executive control.

To secure national efficiency we must co-ordinate education with public health and all these other civic activities that go to the making of citizens out of men and women. We must have a Department of Public Health in Washington, of which our excellent Public Health Service should be the nucleus and the strong executive right arm. It must have permanently attached to it the various existing bureaus having health functions which before the war were scattered aimlessly and at haphazard, unguided and uncontrolled, through various departments. It must have laboratories, modelled upon the splendid work now being done by the hygienic laboratory, but greatly enlarged, so that the basic problems, such as local health work, rural sanitation, home ventilation and hundreds of others almost entirely neglected, may find solution through scientific research and co-operative demonstration. No stone may be left unturned until the exact cause, and then the practical methods of prevention and relief have been actually put into the hands of the people themselves through local educational and health agencies. State health departments, like headquarters of army corps, would put into execution those of the plans of the federal board of strategy, the National Department of Health, which would be necessary for their differing peoples.

The Kentucky State Board of Health, I am happy to say, is now built on the best approved and most modern lines. Freed by law and by its courts from partisan politics, the bane of health work and the paralyzant of health workers this country over; controlled and guided by the most democratic and yet the strongest medical organization in any of the states—the same organization which sent 40% of its membership to care for Kentucky boys in the army, and yet, with the 60% left at home coped the most terrible epidemic of history in such a manner that Kentucky's toll of death, though appalling, was amongst the lowest—your health department was endowed by the last General Assembly with all the elements recognized by those who

know best as requisite for real results. While still hampered by a small income, the State, in its poverty, has given us our proportion of its income, and from the operation of improved revenue laws and thoughtful and constructive consideration of the peoples' needs by the leaders of thought at such conferences as this and by the people themselves, we will be given the balance needed for the most successful operation.

Our laboratories will locate disease and provide and distribute remedial and preventive sera and other necessary munitions which will be made universally available when needed, regardless of the economic condition of the individual or section where needed. Our statistical bureaus will gather the facts in regard to the causes of sickness and death and inefficiency, and the federal department will compile them so that all the people would know where trouble was, so that concentrated effort on the part of all necessary agencies, Federal, Red Cross, State, local and volunteer, could be focalized until it be relieved.

In a democracy, after all, the most important governmental agencies should be these local ones which come in closest contact with the daily lives of the people themselves. It is important to remember, however, that, while most important, they are frequently the least efficient. In the people they have many masters, most of whom are too busy with self-interest to give adequate supervision to their public employees. Our local health departments, outside of cities of the first and second class, are so organized that they are autonomous, not dependent on local political conditions, empowered fully to take whatever action, wherever necessary, to prevent inefficiency through ill health. In order to do this effectively, however, the fiscal court of each county must declare it a health district, thereby creating a county health department. They must have a qualified and responsible head who should have been an experienced practicing physician, with his necessary technical knowledge of disease and sympathy with the diseased, specially trained in the methods of preventive medicine. This all-time health officer and his necessary assistants, especially public health nurses and sanitary inspectors, should have a tenure of office dependent solely on honest and economic administration and diminishing the sick and death rate and their consequent inefficiency. These assistants should be sufficiently numerous and similarly trained and qualified, under civil service, so they could carry to every individual in every home on every highway, in every byway, the necessary knowledge which means abundant life; so they could compel the negligent or unthoughtful or the criminal to do these things, with the distinct purpose of such an organization as will make the second case of preventable illness impossible and the first case improbable. Then, and not until then, will the people of Kentucky—thoroughly efficient, physically, morally and mentally capable of use-

ful labor—realize on their constitution contract with their government, guaranteeing them not only in liberty, but in life and the pursuit of happiness.

"We raise no monument of graven stones
 To mark the spot where some great battle raged;
 Where nation spoke to nation in the tones
 Of iron hate by crimson flood assuaged.

"No pillared hall of justice build we here,
 Nor marble fane, nor house of narrow faith;
 But firm and strong these fortress walls we rear,
 To buttress out the ghastly hordes of death.

"The death that rides triumphant on the breeze,
 That taints the crystal goblet ere we drink;
 That brings the strong man trembling to his knees,
 And hurls its gasping victim o'er the brink.

"We build a knightly hold along whose halls
 The white-clad hosts of healing come and go;
 And from the crest of battlemented walls,
 Where struggling science marks her ancient foe.

"We give our red cross banner to the breeze,
 Where all the stricken myriads can see;
 And in the face of many-fanged disease
 We hurl the gauntlet of the strong and free."

Address by Mrs. Helm Bruce, Chairman Kentucky Division,
 Woman's Committee, Council of National Defense.

Subject: Woman's Committee.

When America entered the war in April, 1917, as many as one hundred women's organizations wrote to the President offering help. Wonderful stories of what the French and English women had done, had come across the seas to us, and we knew that we could do as well if the need were as-great.

Mr. Wilson summoned to Washington eleven prominent women; women who had handled large organizations, and presided over large assemblies, and turned over to them the task of co-ordinating the women of America into what was to be known as the Woman's Committee, Council of National Defense. This was done by appointing State Chairmen who in their turn were to appoint County Unit Chairmen or Township Chairmen as seemed best in the different localities.

The organization proved to be entirely satisfactory as a means of communication between the President, his Council of Defense and the women of the country. Not only the organized women, but individual women in remote sections were reached by the messages from Washington in a short space of time. A new dignity was added to the position of women and they felt it and measured up to the task. There were in each State women who never caught the vision—who were out of harmony with the government. We had such in Kentucky, I am sorry to say, and in so far as their influence extended, they hampered the plans of the government; but their number was small and the Kentucky organization was ranked at Washington among the best.

The committees formed were to deal with home problems during the war. While the sons and daughters were to go over seas and many older men to Washington, the women of mature years must form the home guard. They must register for service; go into the homes and impress on housekeepers the necessity of saving food and using substitutes; they were to interest the children and grown people also in planting war gardens; they must look after the health of the children and see to it that the schools were not closed; they were to take an interest in the women workers, especially those who would take the places of men; they were to help in the liberty loans, they were to see that all communications sent to the women from Washington were distributed throughout the State; they were to guard the recreation of the young people, and they were to see to it that home charities did not suffer in the midst of war work.

The first request from the Washington committee came in the form of copies of the President's war message which were put into the hands of the drafted men when they registered. Our boys must know why they were called to fight the Hun at the very first period of their training as soldiers.

Then came the distribution of food pledges and literature, the first Liberty Loan, the drive for 25,000 Student Nurses to fill vacancies in military and civil hospitals, the carrying out of "Children's Year" planned by the Children's Bureau, the Second Liberty Loan, and finally the enlistment of our interest in the returning soldier, in his surroundings and his job.

Very soon we found that a manual must be prepared which would direct the many women who called at the State office to ask what they could do to help win the war. This little manual was our first publication and served its purpose well. Later on it was supplemented by a larger one, prepared at Washington, which directed the energies of the women into wider fields of service.

Our next publication was a war cook book prepared by Miss Mary Sweeney. It is a tremendously patriotic little volume explaining the use of substitutes for lard and flour and sugar, and placing the

whole question of food saving on a par with military service in the field. 8,000 copies of this little book were distributed throughout the State and smoothed the brow of many a puzzled housekeeper whose patriotism was being sorely tested in her efforts to follow Mr. Hoover's directions, and, at the same time, keep the men of the family in a good humor. Dr. Shaw won great applause last spring in her address to the women of the Council of Defense, when she exclaimed, "Yes, Mr. Hoover, we promise to use the substitutes and make all the mixtures, if you will see that the men eat them."

The third and last publication of the Kentucky Committee is a pageant written by Miss Ethel Allen Murphy called "The Triumph of Humanity." It is a beautiful presentation of the real meaning of the war. We hope it will be given by every school in the State. Our children need very much to know the true significance of the struggle and may be taught it by taking part in the pageant better than by any written history.

Now that our work is about completed we feel that the women of the Kentucky Division, Council of National Defense, are quite ready for Community Council organization. They, better than others, know the ground that must be covered. For two years they have carried out the requests coming from Washington among their own friends and neighbors.

It was during the drive for student nurses that the limelight was turned on the lack of education in our State. Kentucky's quota was 700. We sent in, after weeks of labor, 234. Four years of high school training was required for entrance into military hospitals, and one year for civilian hospitals. It was an interesting study of girl life. There came into the office in Louisville a few girls who had the necessary education, and were eager to go, but could not get the consent of their parents; girls who had substituted a business course for high school training; business girls who would gladly have changed their work for nursing but who could not afford to give up the salary they were receiving; girls whose best beloved had gone over seas, and who wanted to go too, and some of the pitiful painted creatures who had none of the necessary qualifications. Meantime the County Unit Chairmen were busy in their respective locations and were encountering the same difficulties. Our girls had all the patriotism in the world, but lacked the education necessary, or the consent of parents.

We must remember in this connection the vast number of young Kentuckians who could not sign their names when they were drafted into the service. A young officer overheard this exchange of sentences between two of our boys at Camp Taylor. The first boy had received a letter from some one at home, and came up to the second one with the question: "Can you read writin'?" "Naw, I can't read readin'," was the pathetic answer. This was multiplied many times. So it seems in our community work there is nothing so important as better educa-

tion. These County Unit Chairmen could very easily be induced to enter into a friendly rivalry for better schools, for consolidated schools, for better roads, connecting the schoolhouse to the home, and for better salaries for teachers.

Then came the influenza epidemic, and the women of the State dropped everything else and grappled with this dreadful disease. They nursed the sick with fear in their hearts, but with heroic unselfishness —many of them laid down their lives in consequence. I can truthfully say that no report I sent to Washington of the work of the Kentucky Division was given with the same pride as the short one that went saying: "All the work has been stopped. Our women are nursing influenza." There was revealed to us during these distressful days our lack of nurses, and the ignorance of many communities of the simplest laws of sanitation. The Woman's Committee at once formed the determination to do something to remedy the situation, and called on the County Units to appeal to local Red Cross Chapters and fiscal courts to add to the State contribution and raise the salary of at least one public health nurse in each county. This work was under way, when the State Federation, through its president, requested the privilege of carrying it on and it was so ordered.

The Woman's Committee has been organized in 101 counties, and in the remaining 19 counties there are food chairmen who would represent the committee in any community work undertaken. In Christian, McCracken, Campbell, Kenton and Fayette counties the organization is especially complete, and in some remote mountain districts our chairman have done valuable work by distributing literature sent from Washington among the people. No other organization ever linked the women of the State to the Federal government, no other organization of women ever reached the obscure rural woman, and made her feel that she was a part of the great democracy. Lunacy decreased among farm women during the war in one state where the survey was made, 40 per cent. I feel very sure that the literature so liberally supplied by the Government and sent into country homes by the Woman's Committee had much to do with this—literature on food topics, on child welfare, on patriotic themes, etc.

We have sent out from the State headquarters in Louisville a letter to the County Unit Chairmen explaining the very simple way in which the work of this war organization is being gradually turned over to permanent organizations of women. Children's year closes April 1st, a year rendered almost futile in its last two drives, "Back to the School," and "Keep in School," by influenza. As a survey is now in progress in Kentucky in the interest of child welfare by the Child Labor Association, we feel that our child welfare committee is no longer needed.

The women in industry committee has been merged into the Consumers' League of Kentucky, thereby greatly strengthening that organization.

The work of the health and recreation committee should go on in each community indefinitely. There should be a censorship board in every town, composed of men and women who would have jurisdiction over the picture shows, vaudeville and the public dance halls that are doing so much to undermine the moral standards of America. Wholesome recreation is absolutely necessary. Why are we willing to leave so much of it in the hands of the devil? This is a definite and very necessary piece of work for a community council.

The only committee whose work is incomplete is the Americanization-Education Committee, which is now under the leadership of Mrs. Morris Gifford and Miss Alexina Booth. There is no doubt that a desire for better educational institutions is in the hearts of many Kentucky men and women at this time. We haven't a serious problem of the foreign born, but our native born boys and girls must be taught what it means to be a citizen of this great country, this country which has been the refuge of those who have been denied liberty in their own lands, which has been permitted to play a magnanimous part in the war, sending men and women and food and clothing to the suffering peoples of Europe. These children must have better schools, free from the control of politicians; they must be fitted for honorable, independent lives. It was not necessary to "stab the consciences" of women "broad awake," as Stevenson puts it. For many years Kentucky women have studied her institutions and, denied the vote for some reasons best known to a few Kentucky men, have pleaded with legislatures for progressive measures, with some degree of success.

One thing is very sure, the war has developed a new realization of power in women. Banded together in Council of Defense work—Red Cross, Liberty Loan campaigns and parades, they have accomplished what seemed impossible tasks, and the government has recognized and acknowledged the share they had in winning the war. This great army of women is ready now to throw its strength into forward movements for better education, for better public health and for the development of a more united citizenship. They want a large share in Kentucky's development.

WEDNESDAY AFTERNOON SESSION.

DR. FRANK L. McVEY, President, University of Kentucky,
Presiding.

Address by E. W. Burr, District Counsel United States
Reclamation Service, Denver, Colorado.

Subject: "The Soldier on the Land."

Mr. Chairman, ladies and gentlemen:

It is a great pleasure to be with you and to take part in the proceedings of this conference. Nevertheless I am sorry that Dr. Elwood Mead is not able to be here. He had made complete arrangements to come to Lexington, but Secretary Franklin K. Lane insisted that he remain in Washington for the conference of governors now being held in the White House.

Dr. Mead would have been able to have given you a more comprehensive view of the soldier settlement program than I shall be able to do. He is a man of international experience and world-wide observation in governmental land settlement enterprise.

Briefly to outline the plan proposed for the soldier on the land:

THE SOLDIER SETTLEMENT PLAN

The plan proposed is that of the appropriation by Congress of the sum of one hundred million dollars to secure land and to construct reclamation projects of sufficient area so that communities of not less than one hundred soldiers and their families may be located on each project. The term "soldier" is conveniently used to include soldiers, sailors and marines who have served either at home or abroad in the armed forces of the nation. It is estimated that the appropriation would provide homes for about twenty-five thousand families and projects will be located so far as practicable throughout the country.

THE NATION'S LANDED ASSETS

As has been remarked by Secretary Lane, the part which the veterans of the American Civil War took in the development of the great west is one of the epics of our history. The great free west, however, is now a thing of the past and the present day veterans will find no land available for men not possessed of considerable capital.

Since long before Rome found it necessary to provide for her legendaries land has been one of the great necessities at the close of war.

There yet remain three classes of landed assets which may be utilized for the soldiers after means for reclamation have been carried out. These are: First, the arid and semi-arid lands lying roughly

west of the 100th meridian, reclaimable by irrigation; second, the swamp and overflowed lands in the south, the Mississippi Valley, several of the states bordering on the Great Lakes, the Sacramento Valley, in California, and smaller areas in many parts of the country, these sections being reclaimable by drainage; and third, the logged-off and cut-over areas to be found in the lake states, the south, various parts of the east and on the Pacific slope, reclaimable by the removal of stumps and undergrowth.

There is a fourth class of landed assets which may be utilized, namely, lands now under cultivation but poorly tilled and susceptible under cooperative community methods of being made highly productive. These areas are, many of them, in large holdings and in many instances they are owned by non-residents and farmed by tenants. In almost all parts of the country and even within fifty miles of some of our largest cities waste, run down or badly tilled lands are to be found and these may, I am informed, frequently be purchased at reasonable prices, such that their value to settlers under proper management would be many times their price.

The federal government has been in reclamation work as regards irrigation since 1902, and land has been reclaimed from arid or semi-arid conditions in seventeen western states upon twenty-seven projects. The settlers have never been financed by the government to an extent greater than the construction of the irrigation works and the delivery of water to individual tracts. The United States has said to them: "Here is the water, build your homes, level your land for irrigation, provide yourselves with all the necessary buildings, equipment, tools and seed and support your families as best you may until you can place your desert holdings upon a paying basis and in the meantime begin the repayment of the cost to the United States."

The result has been that upon the majority of the government projects there has been a period of severe hardship and numbers of the original settlers, stalwart and energetic as many of them were, have, in far too many cases, been obliged to leave their homes and sell such improvements as they had been able to make to a second or even a third or fourth settler upon the same tract.

The federal reclamation work is proving a splendid success and the projects, many of them, have already attained complete success, while the others are rapidly reaching similar achievement. This has, nevertheless, been at a large cost in uneconomic hardship and in the failure of many of the original settlers. The difficulty has been that men of large financial ability generally preferred to seek homes in more advanced communities, while men of small means often found themselves unable to meet the financial burdens necessary.

WHAT SHALL BE DONE FOR THE SOLDIERS?

In the main, the soldiers will have even less financial means than those who sought homes upon the present reclamation projects, and if the American people are to embark upon a soldier settlement program, it is necessary for them to give the men a financial system which will permit of average success and security for the return of the funds invested. This means not only long-continued financial backing upon an amortization plan, but it also means that the government must go much further than it has yet done in financing the settler.

The plan advocated by Secretary Lane, and which has been tried out under the superintendence of Dr. Mead, in Australia and California, includes not only the securing for the settlers of the land and the reclamation works, but also the construction of dwellings, out-buildings, wells and fences, the preparation of the land for farming and the actual stocking and equipment of individual farms.

Such a plan would put the soldier into possession of a farm upon which he would be able to make a living approximately from the very start. It is proposed that repayment of the principal and four per cent interest shall be made over an amortization period of forty years by means of an annual payment of five per cent.

One of the features of the plan is that the soldiers will be given ample opportunity for work upon the projects whereby it will be possible for them to secure money for a payment down upon the farm after the projects have been completed. Opportunities will be furnished by the necessary construction work from common labor thru most of the trades to the highest engineering ability, so that it will be practicable even from the soldiers to require a payment down.

The Australian colonies under similar financial plans have shown a very high degree of success on the part of settlers; in New South Wales, for example, ninety-five per cent of the men have been able to make their payments and even where default was made the government's security proved ample.

WHY ADOPT A SOLDIER SETTLEMENT PLAN?

There are several points of departure from which the present proposed government policy may be considered, and if due consideration is given, the result, I believe, is several lines of thought converging to the conclusion that it is exceedingly desirable that a national soldiers' land settlement policy be immediately inaugurated. There is time for but three points:

THE LABOR NEED.

It would be absolutely trite to enlarge upon the unsettling effect of the great war upon the world's labor market or its influence upon the mind of laboring classes everywhere. The comparatively brief experience of America in the war has somewhat lessened, or possibly delayed, labor difficulties of this country, but the readjustment period has hardly begun and there are dangerous conditions in many parts of the country.

It is imperative that the government adopt wise measures whereby the labor situation may be successfully cared for during the years which may ensue before the international adjustment of industry shall have been effected. For this reason several measures have been introduced and advocated in Congress looking toward the construction of federal public works and the absorption therein of large numbers of men of almost all grades of skill. Most of these proposals have been directed toward the building of roads or other public works involving a permanent outlay of federal funds.

The soldier settlement plan, however, contemplates that every dollar that shall be expended will be returned by the soldiers with four per cent interest. The employment of labor of many grades, valuable as it is intrinsically under present conditions, would be much more valuable in the output which would be realized as a result of the contemplated expenditure. Homes will be made, citizenship safeguarded, agricultural returns will be greatly increased and the wealth, prosperity and stability of the country enhanced without any permanent outlay whatever from the federal treasury.

THE AGRICULTURAL NEED.

The thoughtful men of the country for several decades have been deplored the steady movement taking place over the country away from the farms and toward the cities. The percentage of the population living in rural communities and that dependent upon agriculture for a livelihood has been steadily decreasing. Moreover, the proportion of tenant farms to the whole number of farms has been steadily mounting while the average per acre crops of almost all staples contrasts very poorly with the agricultural figures of other lands. In spite of great increases in population large areas of land once profitably tilled have been abandoned.

Two causes for this unfortunate development only may be referred to. One is the arduous financial conditions which the farmer has confronted for many years. The farmers in this country, and those who have desired to become farmers, have had less help from the banking and financial interests than similar classes in almost any other progressive country in the world. Moreover, until the Federal Farm Loan Act was passed they had received practically no

assistance from the federal government. This act affords a great measure of relief to farmers who are able to give first mortgage security, but to those who desire to acquire homes no relief in the main is granted. Other nations, irrespective of the great war, have developed progressive methods whereby men have been enabled to acquire farm homes and meanwhile make a living for their families, while the United States is lagging far behind. Under the plan proposed the United States is preparing to provide for a soldier desiring to farm a fiscal method comparable in point of progressiveness with those of other nations in so far as the soldier is concerned. Whether such a policy is necessary in general for the nation it is certainly due to the soldiers.

The other cause for the drift to the cities, to which I shall refer, is the hardship of pioneering and the isolation of farm life, particularly in its effect upon women. The time has gone by when wives will willingly live and bring up their families in isolation from other homes and undergo the hardships which were met in earlier days. They insist upon living conditions for themselves and their children comparable to those in more settled communities. The pioneering days were romantic but the effect was wasteful in human energy and whether for bad or for good, the pioneering days are evidently over.

A part of the plan of Secretary Lane, and one upon which he has laid great stress in his addresses to Congressional committees on the soldier settlement bill, is his proposal, if the authority is granted to him, to assist the soldier colonies to become genuinely progressive, cooperative communities having a social life of value to men, women and children. He believes that there is no necessity for the old type of isolation or the old individualism, but that farmers in common with men of other callings, are fully entitled to the benefits of cooperation in their pleasures and in their livelihood.

Community ownership of the more expensive and less used implements, community planning as to varieties of stock and purchasing of necessities, community dairying and community buying and marketing are within contemplation. Moreover, the improvement of schools and a better class of local highways are matters to which Secretary Lane has devoted his attention.

THE PATRIOTIC NEED.

The nation could ill afford to have the great war end and to present to the men who risked their lives no exceptional opportunity, in so far as they may desire, to secure homes upon the land. A large percentage of the men who were brought into the armed forces of the United States are from the farms of the country and will wish to return to farm life.

Every man who secures a farm home is a bulwark to Americanism and not only will he be entitled to pride in the possession which has come to him partially as a reward for his services, but others will be entitled to pride in the fact that service to the United States does not go entirely unrewarded.

F FARMS VERSUS PENSIONS.

And yet, at the same time, this pride will not be tinctured in the slightest with any admixture of the sense of dependence or of undue help. Our soldiers do not desire that. The help which is extended is in the nature of a loan—not a gift—and the soldier-farmer is not deprived of his initiative or his responsibility in the matter of making good.

This plan may seem to some paternalism, but compared with the old pension system it breathes the spirit of independence. It should be remembered that although it is over fifty years since the Civil War closed the annual expenditure for pensions runs in the neighborhood of two hundred and twenty-five million dollars annually.

WHAT OTHER NATIONS ARE DOING.

It is not practicable to outline to you the accomplishment and the proposals of other countries along the line of soldier settlement. It is sufficient to say that Great Britain, France and Italy, South African Union, the Australian Commonwealth and the individual Australian states, the Canadian government and several of the Canadian states and New Zealand all have land settlement policies which they are engaged in carrying out and which look forward to the expenditure of large sums of money.

In Australia the land settlement policy several years antedated the war and has been entirely successful. If the United States were to embark upon a program of expenditure equal in proportion to its population, with that of the Australian government, the proposal would be to expend for the soldiers the sum of, not one hundred million dollars, but four billion dollars.

With all the great unused lands of the country, all the latent patriotism which has been aroused by the war, and all our pride in our men in arms, it cannot be that the American people will be the only one of the progressive nations, great or small among the allies, which will not expend or loan a dollar in carrying out a national soldier settlement policy. Several American states are already leading the way, appropriations having been made by some and in others provision for bond issues running into several millions are now authorized or awaiting an election. These laws, however, look forward in the main to cooperation with the United States under the plan now proposed.

AMERICAN GRATITUDE.

Our soldiers, sailors and marines are certainly entitled to our gratitude and have it in abundant measure in our personal and public expressions. This, however, will turn cold and artificial unless it is followed up with a national policy somewhat in harmony with those that are being adopted by other English-speaking governments; nor can we expect any other outcome than the loss of many of our young veterans to other nations, whose words of gratitude are better supported by deed unless our national policy shall materialize.

Such a policy is rapidly materializing and this government will, I believe, undertake a program which will be found sufficient.

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Address by Rodman Wiley, Commissioner of Public Roads for Kentucky.

Subject: "Good Roads."

I consider it a great honor to be invited to make a talk on "Good Roads" on this occasion, when we are dealing with the broad subjects which affect the general welfare of this Commonwealth.

I am indeed glad to know that all sensible people of this state, who naturally are interested in its upbuilding, have come to realize the fact that good roads are necessary before it is possible to have much development. In other words, the real development of any community, any county, any state, or any nation, follows instead of preceding the building of roads. The history of the world has been a history of transportation facilities. In the early times, the Mediterranean served as a means of transportation and consequently we find that civilization centered there. Show me a county without good roads, a state without good roads, and I will show you a county or a state that is poor compared with a county or state of equal size and equal resources that has good highways.

Whether a nation is at war or peace, roads are necessary. The soldiers on the march must have good roads in order to make time and to save themselves from physical exhaustion, and you know that a nation with good highways is able almost at a moment's notice to send its armies to the front. They are necessary to send food, ammunition and reinforcements. In this world war from which we have just emerged, everyone is aware of the fact that the allies never for one moment neglected the highways. Thousands of engineers and hundreds of thousands of men were constantly kept busy building roads. Without quoting exactly, it is said that Napoleon, at the close of his career, stated that the roads that he had given to France would prove to be the greatest thing he had ever done. The Duke

of Wellington, when embarking upon a military campaign, stated to his superiors, "What we need, my lords, is roads, roads, roads." And so with many other noted men. Our great President is a good roads enthusiast and is in a large measure responsible for our Federal Road Act. The same is true of the U. S. Secretary of Agriculture, and of all the cabinet officers. Governor A. O. Stanley is the greatest good road governor that Kentucky has ever had. The governors of all the states are now deeply interested in the road question.

We find most states ready and glad to furnish sufficient money to build good highways.

It is unnecessary for me to dwell upon the advantages of good roads before such an enlightened audience. I would like to tell you some of the problems that confront the State Road Department of this state, and to ask you to give us your assistance in this great work.

~~If it is absolutely impossible for me or my assistants to devote sufficient time to the education of the people of this state on the question of good roads.~~ The major portion of our time is consumed in seeing that the work is properly done, according to accepted engineering principles, and we must rely on the farmer, the banker, the statesman, the railroad president, and in fact men in every walk of life, to create good roads sentiment. Why cannot the "Four Minuts" men start an active campaign in every county?

We have found that some of the counties do not believe a good county road engineer is necessary. It may be that a few counties now have inefficient men, but, for any of the counties of this state the State Road Department stands ready to recommend to them a competent county road engineer. It is believed that a man to be a county road engineer should have both theoretical and practical experience and good common sense. He should be of pleasing personality, a good handler of men, have initiative, diplomacy and above all things, should be absolutely honest. If a man possesses those qualifications, he will make any county a good man, and work done under his direction will be done in such a way that the people will receive full value for every cent invested, and it would not be very long before he would have the absolute confidence of the entire people of the county.

The department recommends a man only on one condition, that is: We absolutely guarantee to the fiscal court and to the people of the county that the one named will fill their requirements, and we allow the court and the people to pass upon them—to be the sole judges as to whether or not he is the proper man, and they would not in that case bind themselves in any way. If at any time they conclude that he is not the man for the place, we will gladly relieve them of his services at a moment's notice.

It will be readily appreciated by all that no department could afford to take such chances without being fairly well assured that it

knows exactly what is needed in any county. I would like for the people of this state to carefully weigh what I have said. I want to know if they could expect me to do more in the way of securing competent men. I want to know furthermore if they will back me in this movement. If they do, it is incumbent upon them to see that such recommendations are put in force and effect where needed. If they do not approve of my plan, then I would like for them to tell me freely and frankly, because we must have the backing of the people of this state in every road movement undertaken.

Roads cost a great deal of money. It is now necessary to build a higher type of road than was built even a few years ago because traffic is constantly changing and is increasing from year to year. It is necessary to allow a good factor of safety to take care of the probable increase in the volume and kinds of traffic. Under the present road law, the counties take the initiative in everything concerning road matters. In the first place, the county applies for state aid, designates the roads to be improved, advertises and lets the contracts and starts work whenever it pleases. It will be easily appreciated that one county will want a road built in one direction and another county in another direction, and that there will be no concerted plan to build through roads. The fact will also be realized that with the small amount of the state road fund and the cost of building roads in many sections of our state, and the small amount of money at the disposal of the fiscal court in the various counties, that it will require several decades before we will be able to have what might be termed a good system of roads in every county in this state. I want, therefore, at this time, to most heartily endorse, in general, the plan suggested by Prof. D. V. Terrell, of this University, viz.:

That there should be designated by the state legislature a state highway system which would comprise all the inter-county seat roads in the state; these roads to be built and maintained by the state and the national government. The fact is appreciated that it would mean an enormous mileage of roads, but I am free to say that I do not believe any other system will satisfy the people of this state, and the inter-county seat system will guarantee that every county will receive the same consideration, no favoritism being possible.

It might also be necessary to designate a few other main market roads because it has been found that in some counties a few of the roads were more important than the inter-county seat roads, but that is a matter of detail and can be worked out to the satisfaction of every one concerned.

Especially do I endorse this plan at this time because Congress has only recently amended the Federal Aid Road Bill, so as to vastly increase the apportionment to the states. In order for the state to secure enough money to properly carry on the work, I would suggest

that there be levied a state road tax of 20c on the \$100.00 and the automobile license fees be doubled. With a two billion assessment the 20c levy would bring in about four million dollars, and I believe if the automobile license fees were doubled that source would produce practically a million dollars, which would give a state road fund of about five million dollars per annum. I am aware of the fact that the plan I have suggested could not be put into effect until the year 1921, because if passed at the next session of the legislature, it would be advisable to wait one year in order to collect the fund for 1920, because one year's state fund should be available before starting work in order to be able to pay for the work, and besides it would require about a year to prepare plans for work on such an enormous scale.

I believe there are many advantages to the scheme which has been suggested. In the first place, I believe the people of this state are ready and willing to furnish money to build roads, provided they are reasonably assured that the money will be judiciously expended. I would not suggest a larger amount because I am free to say to you that I do not believe, at present, with the small number of contractors in this state, and the comparatively small number of trained engineers and inspectors, that the State Road Department could judiciously handle much more money than would be raised by the plan outlined, but we can handle that much and any less amount will be insufficient.

I consider it very superior to a bond issue, because by the proposed method every cent would go to building roads and not to the paying of interest or retiring of bonds. The people would have the further privilege that, if they were not satisfied with the law, it could be repealed; whereas, if they were saddled with a bond issue and something went wrong, there would be no recourse and it is well that the public should always have some recourse in all matters where their money is at stake.

A large per cent of the money would be spent both under state and federal supervision, and in all events, every cent expended would be under engineering supervision, and everybody knows at this time that every feature of road building is an engineering problem. Every cent would be accounted for, the proper type of roads would be built to suit the traffic, roads would be properly located and properly maintained the very day they were completed.

For the fiscal year 1919 Kentucky will receive from the federal government \$1,562,265.00; for the fiscal year 1920, \$1,865,044.00; for the fiscal year 1921, \$1,953,750.00.

The fiscal year 1921 marks the end of the present Federal Aid Road Act, but none of us believe that the federal government will stop giving aid for the building of roads at that time, but we do believe the apportionment will be largely increased.

Owing to the fact that the proposed scheme could not be put into effect before 1921, and that we have several million dollars federal aid fund that must be taken up by the state before that time, it is necessary for us in the meantime to make provision to take care of the federal aid which has been allotted, or will be allotted to this state, or else the federal government will redistribute it to other states.

The counties in Kentucky have not sufficient money at present to properly do federal aid, state aid or even county work, and we are strongly advocating that the 20c road tax be immediately voted in every county. Our present law allows a fiscal court to authorize such an election. To date, seventeen counties have already voted the tax, and since January 1st, of this year, seventeen counties have called the election and it is highly probable that many more counties will authorize an election in the next month or so, and I want to strongly impress upon each and every man the fact that a tax for roads is purely an investment and that bad roads cost more than good roads. Whenever you have bad roads, you pay a tax which is far in excess of a tax for good roads. No county, and no state that has invested money in roads would be willing to give up those roads provided the money they cost was returned. George Ade has well said: "Good roads cost money, but show me a community which has invested in hard roads, such as can be used at all times of the year, and which now would be willing to go back to the mud holes for a cash consideration." I think the fact that the people would not be willing to sell the roads for what they cost is just proof that roads are a good investment.

I would like to ask every man here to use all of his influence to help us in this movement. Explain it to your neighbors in such a way that there will be no trouble in carrying the 20c tax in any county where an election is called.

The plan which I have endorsed is one from which I believe good results will be obtained. I am suggesting it at this time because I think the people should have time to think it over carefully between now and the time the legislature convenes, and if any man has a better scheme, we want to hear from him and adopt it because we want the best thing possible for our state. I would be glad if this were given the widest publicity in order that everybody can be heard on the subject.

As far as I am personally concerned, it is a great deal easier for me to attempt to do a little work than a large amount, but I am not content to sit idle and see our state suffer for the need of good roads, and I intend just as long as I am in office to do everything in my power to try to get good roads in every county in this state, and I ask the earnest support of every man, woman and child who must be interested in the state we all love—Kentucky..

Address by Charles F. Huhlein, Louisville, Ky.

Subject: "Commercial Organizations."

Kentucky problems and their solution have been very ably discussed by speakers who have preceded me in this notable conference. The situation, the needs and remedies in such important departments of our public affairs as education, health, patriotism, recreation and good roads have been presented in such a forceful way that we are all stirred to action. Especially interesting and inspiring were the addresses on community organization. It seems to me that most of the work that needs to be done along the lines just mentioned can be promoted and largely accomplished through commercial organizations. Several decades ago State Commercial and Development Conventions were held in Kentucky every few years. At these conventions the principal themes of discussion centered around "our great natural resources and geographical advantages," and the resolutions usually adopted called for the advertising of these resources to the world, and invited the outside world to bring in capital and immigration to help develop the State. Good seed was sown and successive conventions resolved more and more on practical methods of self-help. Now various trades, such as the manufacturers, bankers, coal mine operators, lumbermen, and retail hardware and implement dealers have their State wide organizations, holding annual conventions. About fifteen of the larger cities and towns each have a local business men's organization and it is of the great opportunities for usefulness of these that I wish to speak.

STATE AND LOCAL ORGANIZATIONS.

As a result of meetings of the State Tax Reform Association and of previous State Commercial and Industrial Conventions, a State Chamber of Commerce was formed and Mr. Robert F. Vaughan was elected president, at Frankfort, in February, 1917. At that time about thirty-five local organizations participated, but due to the demands of war activities in every direction which held the center of interest, insufficient revenues and various distracting influences, many of these are not active at this time. However, all of these organizations were a nucleus and powerful factors in supporting the several war-winning organizations and patriotic campaigns of 1917-1918. Now that the demands for strictly war-winning activities have ceased it is likely that local commercial organizations that have been dormant will be revived.

COUNTY SEAT ORGANIZATIONS.

Most of our county seats are now without a business men's organization. Every one of them should have one. Many of them have had such an organization, but allowed them to die from various causes,

such as lack of interest, lack of team work or co-operative spirit, bad management, lack of leadership, attempting too many things at one time, petty politics and small jealousies.

The following letter from an average Kentucky county seat indicates some of the many opportunities and needs for a commercial club, which usually is the simplest form of local business men's organization:

"At the present time there are two communities within four miles of each other, making efforts to establish loose leaf tobacco houses. The county does not need more than one, and a business men's league or commercial club could, if composed of the right men, harmonize the petty jealousies that are causing a separation of these two communities, and induce them to combine their efforts to the advantage of all. We have another disturbance here in the telephone business in which country lines are threatening to withdraw from the county exchange. This question could be dealt with satisfactorily and the parties brought together by a commercial club. A large amount of energy and money that are dissipated in individual effort could be concentrated and made to be of benefit to the county through work of a live commercial club. The club should be able to render assistance to the town governments in matters pertaining to the public welfare, public improvements, etc., not as a governing body, but in an advisory capacity, for the reason that many city and county officials fall into certain grooves, or routines, and the club, not being directly connected with the governing body, is able to see and suggest better methods, improvements, etc. Of course, in order to be effective, the club must consist of intelligent, wide-awake men and women."

GOOD ACCOMPLISHED.

In every town where commercial clubs were allowed to die out it is stated that they had accomplished much good, usually nearly all that they had earnestly and unitedly worked for; regret is expressed that the club was not kept alive and the hope expressed that the community spirit may be awakened and a business men's organization revived.

WHAT A COMMERCIAL CLUB CAN DO.

A business men's organization in every county seat and in every small town could find plenty of useful work to justify its existence. If it could not do bigger things it could at least provide a rest room for the farmer's wife and children while in town shopping; make the town a more attractive place for the farmer and his family to visit or trade in; a better place for automobile parties to stop and spend their money.

CLUB FOR COMMUNITY ORGANIZATION AND PROSPERITY.

The club could be a clearing house for presenting, testing and applying the best ideas of the best people for community organization and welfare. Better schools, proper salaries for teachers, the roads, agricultural development, farm and farm labor problems, the town loafer, law and order, in fact the whole range of topics affecting the civic and commercial welfare of town and county could be discussed and handled to the benefit of the entire community. The various departments of our Government at Washington, our Agricultural Department at Frankfort, and the University of Kentucky at Lexington, are constantly issuing immensely valuable bulletins of great interest and value to every citizen. These might be discussed with special reference to their adaptability to the respective communities. Farmers should be members of the commercial club along with the merchants and other town people. A wonderful field is open to all citizens, men and women, to link up the interests of town and county by community organization for the mutual good of all interests of each and every county. A number of counties, county seats, towns and villages in our State are sadly behind those of similar population in respect to agriculture, business and social conditions. Community uplift through community organization is the great need. A commercial club is the best means to do the work.

THINGS TO DO.

In general, in response to various inquiries, I would suggest the following things to do:

Have a simple organization.

Make team work the watchword.

Have a good lookout committee, to present a practical line of work.

Take time to investigate carefully

Consider all sides of a proposition before adopting resolutions or plans.

One thing at a time is apt to beat too many things tried at once.

A prepared program with short speeches.

Give every sensible man or woman a chance.

Aim to make your town the best of its size rather than the largest in the world.

Bring to the front and advertise the conditions and things your town and county excel in.

Make a survey of agricultural, industrial, civic and living conditions of your town and county.

Find out what you have, what you lack and where you are.

Give the young man a chance and everybody a square deal.

Encourage home talent.

Develop home talent and home industries.

"DON'TS," OR THINGS NOT TO DO.

Don't form too elaborate or complicated an organization.
 Don't undertake too many things at one time.
 Don't split up and scatter.
 Don't meet too often without any definite program or business.
 Don't let politics or jealousies creep in.
 Don't decide things without careful investigation and full information.

Don't overlook the old fogies. Bring 'em in and make young enthusiasts out of them.

Don't keep the same people in office or on committees too long. Put some new people to the front every year.

Don't be discouraged if your progress is slow. Stick to it.

Don't draw a circle that will shut anybody out, but draw a circle that will take every patriotic American citizen in—man or woman, young or old.

INVITATION.

The Louisville Board of Trade and doubtless also any of the business men's organizations of the larger Kentucky towns will gladly send a committee to any town in the State to help form a commercial club or similar organization.

Address by Miss Elizabeth Breckinridge, Principal of Louisville Normal School.

Subject: "The School as an Element of Community Organization."

Dr. Nicholas Murray Butler, President of Columbia University, says in a recent address: "The war has definitely helped us. It has shortened by many years, perhaps by a generation, the path of progress to clearer, sounder, and more constructive thinking as to education, its processes and its aims. We have been living in an era of reaction that has masqueraded as progress, and we have been witnessing energetic acts of destruction whose agents sang the songs and spoke the language of those who build."

With Dr. Butler's last sentence I can scarcely agree. That we have today a clearer vision of what the schools should accomplish than we had before we entered the war there is no doubt; at the same time, any student of education will agree, I think, that in the last fifteen or twenty years, very definite progress has been made in our schools. Dr. Butler himself admits that "notwithstanding the sharp criticism of the American school and college education in the past two decades, the American people, and particularly the American

soldiers, showed themselves capable of the most striking accomplishments in the shortest time through the possession of almost unequaled initiative, resourcefulness and zeal for service."

The questions arising then are: What are the schools accomplishing today? And how might they accomplish more?

As Dr. Snedden has said, in the school system of Gary, Indiana, we have an example of the theory, at least, of what the schools should accomplish. It is not my purpose to discuss here the extent to which the aims of the Gary idea are realized in practice. The working out of an experiment takes time, and this one is new. One of the striking features of this system is that all of the school plant is used all of the available time. The program of the average city school provides approximately one thousand hours a year for school and over three thousand a year for play in the streets. Their proportion of street and school time, according to Superintendent Wirt, should be reversed. That an expensive plant should be idle during all of Saturday and Sunday while street and alley time is undoing the good work of the school is a thorn in the flesh of this clear-sighted educator. That the plant should be idle is one loss, he argues, and that work already done should be undone is further loss.

The Gary schools are also used, to a large extent, by adults in the evening and Saturday classes. At such times the laboratories and shops are used freely by druggists, mechanics, in fact by all those who wish to extend their education through study and experimentation. I was told several years ago when I was there that there were more adults enrolled in the evening and Saturday classes than there were children enrolled in the day school.

Another very commendable feature of the Gary schools is the attempt made to unify all the agencies that have a part in a child's education. We find the public library, the church, industrial establishments, the Y. M. C. A., Boy Scout work all drawn into active co-operation with the school.

Much attention is given to physical education. It has been found that waste due to ill health and lowered vitality is to a great extent eliminated by employing a large portion of the pupil's time in outdoor play under playground teachers especially trained for the work. The playgrounds are also used freely by the adults; in fact, the school is really the recreation center for the city.

While I have only touched upon the "high spots" in the Gary system, I think you can see that back of the plan is the idea of making the school an important center for the activities of the community.

In answer to our Government's call to mobilize the boy and girl power of the nation, and to arouse the patriotic spirit in every community came the "community center" movement. This was an outgrowth of a peace time movement variously known as the "social center," "civic center," or "neighborhood center," and which had as its main purpose the "wider use of the school plant."

A community center is defined as "a getting together of neighbors for the common weal." In every community there is a school building and a playground, or equipment of some kind which with little expense, in most cases, can be made useful for many adult activities of a social and educational nature. Such a use of a public school house seems only fair, especially for those who have had to stop school to earn a living and would otherwise have no opportunity for further education.

During the war the community center and the schools held the "last line of defense" unbroken by their canning clubs, Red Cross work, war gardens, and many other war activities. Mr. Eugene Gibney, General Community Center Secretary for New York City, said of the community center last summer that it had "risen above the field of recreation, play, and fine art, and had encroached on the domain of family life, social intercourse, political association and education."

One of the important functions of a community center is recreation. To the ninety per cent of our children who never reach the high school, but who leave school between the ages of 14 and 16 to go to work, the community center, with its various literary programs, concerts, dramatics, pictures, dances, games, etc., makes a strong appeal. These adolescent boys and girls, like the child, represent "a power eager to be used but easy to be abused."

The community center could hardly be left out of any modern educational program, and yet we should remember that upon the school falls the responsibility of its ultimate success, i. e., to give to the child an appreciation of the social and cultural advantages that will come to him as an adult member of a community center. In other words, the degree of interest which adults show in out of school activities of the community center type depends upon the place which these activities hold in their daily program as school children. A boy, for example, who leaves school with an appreciation of the value of physical education will be apt to lend his support in later years to any movement that has as its purpose the development of greater physical efficiency.

A pertinent question, therefore, and one closely related to the community center movement, is what are the schools over the country doing to develop into efficient citizens the "twenty million children in the public schools of America today?" What training are these children receiving for vocational efficiency? for physical efficiency? for leisure occupations? These are questions that are of vital importance to all school administrators and to makers of school curricula. And these questions are as purely social as they are educational, for many of the social problems have grown out of the fact that the school has failed, either to meet the individual needs of children, or to give that all round training necessary to enable them to adapt themselves to their places in society.

We have long since been forced to give up the idea that the education planned for the average child is adequate for all children. To meet the needs of the many classes the school program has expanded to include the vocational schools and special types of schools of many kinds. "In any survey of civilized conditions the most obvious thing," says Dr. Bobbitt, "is that men and women must work. The schools should, therefore, deal with every normal child," he continues, "on the theory that when adulthood is reached he must earn his living."

Today the more progressive school systems are striving to give to all classes a training that will enable them to make a living at some definite kind of work. Many of our boys and girls in Louisville, for example, get a training for their life work at our vocational school that is better suited to their needs than would be the purely academic high school training.

Closely associated with vocational training is vocational guidance. This movement is spreading rapidly and the school is the logical place for its development. Because of long personal contact with pupils, the school has had better opportunity than any other agency to become acquainted with their abilities, interests and limitations. There is probably no movement in education that will do more to eliminate juvenile crime than vocational guidance. To realize its greatest effectiveness, however, the vocational guidance bureau should have its branch in the community center. The adult often needs vocational guidance quite as much as the immature boy or girl who leaves the school to go to work.

The relation of vocational guidance to physical education is also significant. As soon as there is even a tentative plan of the child's future work made by parent and teacher there will immediately be the question, is he physically fit? "It makes a large difference," as Dr. Bobbitt says, "whether the level of vitality is maintained at fifty per cent of potential, or at one hundred per cent." There are many cases where the child's school experience makes little difference because of the physical condition prevailing in his home. Nations were appalled at the extent of physical deficiency which was disclosed by the recent war. It was found among our soldiers that a large proportion of the defects discovered could have been prevented or removed by proper attention in growth.

The more progressive school systems today provide medical inspection, school lunches, physical training, etc., and yet we seem hardly to have scratched the surface of this most important phase of training for efficient citizenship. It is the current opinion, however, that soon the physician and the nurse will be looked upon as educational factors quite as important as the teacher himself. To be most effective, however, this physical training and health education must extend to the adult members of the home. Neighborhood health and

dental service should, therefore, go hand in hand with the physical education in the school.

In the new schools of the future, "education for leisure occupations will be recognized as one of the most serious educational tasks." Dr. Bobbitt in his new book, "The Curriculum," emphasizes the need of education for leisure occupations in these words: "Vocational education is receiving enthusiastic and liberal support because it promises increased production of corn and cotton, of machinery and clothing, and the other material means of life. Leisure occupations relate to the production, not of the means of life, but of life itself; of full rounded character and the maintenance of that character." He brings out the point that, with a labor week that meets general approval, a man has almost as much time for his leisure as for his work—also that play is as normal for adulthood as for childhood. The community center, with its opportunity for recreation and social intercourse, is an attempt to solve the leisure problem, which, as Dr. Bobbitt says, is quite as important as the labor problem.

The question of how our schools may become greater agencies of social progress is answered, in the first place, by having better trained, better paid teachers. No teacher can be said to be adequately paid who does not receive a salary large enough to enable her to continue her training, and no teacher can be said to be well trained who cannot have opportunities of advanced study as an inspiration for her teaching.

We may have a wonderful vision of what the school should do—how it should be a great community center, reaching out into every phase of life in the community, but unless we have well trained, competent teachers—teachers conscious of their social mission, our ideals will never be realized.

A second need of the school is a national system of education. A national system of education would mean that the "nation would set the standard for education for every community within its borders, and that there would be real co-ordination and genuine co-operation between national and local authorities in solving the educational problems."

If the Federal educational bill now before the House passes, it will mean the establishment of a Department of Education as an executive department of the government on an equality with the other executive departments, the secretary of which is to be a member of the Cabinet. It will mean national support of education throughout the country, and it will mean better trained and better paid teachers.

The purpose of the department will not only be to study such problems as illiteracy, immigrant education, public health education, and recreation, preparation and supply of teachers, etc., but for the "betterment of conditions in the field indicated."

Everyone interested in the future welfare of our nation should give this bill his unqualified support.

Never has the opportunity and the responsibility of the educated man or woman been so great as now. Many of our educational theories, as Dr. Butler says, were burnt up along with the houses and shops and factories of Europe and upon us here in America as well as upon the people in Europe falls the task of reconstruction. No plan of reconstruction is complete that does not enlist the co-operation of all the people, and the war demonstrated beyond question that one of the most vital agents for securing this co-operation is the school community center.

Synopsis of address by Professor C. S. Gardner, Southern Baptist Theological Seminary, Louisville, Ky.

Subject: "The Church as a Factor in Community Life."

The church is a very important factor in community life, and has always been. It has influenced that life in many ways; but for the most part its influence has been indirect, and too often incidental. The church and its ministers have been too exclusively interested in an other-worldly, post mortem salvation, and, in my judgment, have too often failed to bring their great power to bear directly upon the practical problems of life in the community. The church is a great dynamo, but it needs to be harnessed up more closely to the actual affairs of life in the community in which it is located. I think this would accomplish two good results. It would stimulate the interest of the people in the church and in the preaching and it would make the church a more powerful agent in directing the lives of the people along right lines.

For instance, a preceding speaker has referred to three weak, slimly attended and uninteresting prayer meetings held in three separate churches in a certain town and has suggested that they should be combined. Now, that might work very well in some places, and not in others and the probability is that the very sort of community he describes is where the effort to combine would meet more opposition than in any larger one. Anyhow, for my part, I can't see that much is to be accomplished by adding up zeros. The trouble seems to me to lie deeper. What we need is to put something into the prayer meeting that will make the people wish to attend it. If it could be made practical and inspiring, would not the attendance increase? I have been recommending this plan. Let the pastor in his regular ministry repeatedly call attention to the various forms of social welfare work carried on in his community, and to others that ought to be started. As he goes about among his people let him talk about them, and suggest to this member that he link himself up with one of these agencies, and to that member that he associate himself

with another, and so on with all his members. When his people enter into these various forms of community service they will have many interesting experiences and come face to face with many important, practical and intensely human problems. Then let them come to the prayer meeting, in which the church is supposed to be assembled for informal conference and prayer, and talk about these interesting experiences and questions, and pray about them. That would give them something fresh and practical to talk about and something definite to pray for. Would not that help? I think it would be an improvement.

The work of the church is spiritual. Its primary task is to link men to the Eternal, to plant their lives on the everlasting foundations. Let us not forget that. I yield to no man in emphasis upon that. But the added power thus brought to the lives of men the church should harness up to the activities of the community. In this way it will both conserve and develop the real spirituality of the people. The true function of the church is to spiritualize all the activities of life.

What we need is a larger conception of what religious work is. When the ordinary minister or church member refers to "religious work" he generally has reference to a very limited set of activities. Now, all those activities are well enough; I certainly do not wish to depreciate them. But all work that ought to be done at all may be truly religious, and is religious in significance, whether we perceive it or not. All that it needs to become genuinely religious is to be viewed in the right way and carried on with the right motives. All this is especially true of those forms of work wherein we seek to enrich and enlarge the lives of our fellow men. Let us broaden our definition of religious work. To me this has been a religious meeting. The questions we have been discussing have a very definite religious significance to me, and, I dare say, to many of you. Our friend who spoke so interestingly awhile ago about building good roads throughout the State has a work that is truly religious in significance and may be done in a genuinely religious spirit; and likewise the speakers who have discussed commercial clubs, better schools, the health problems, etc.

If we work along these lines we shall not sacrifice the spirituality of the church, nor degrade our religion from its high and supremely important task of saving men. But the salvation it will bring to men will not be merely a negative thing—keeping them from hell—but a positive thing, a salvation unto a life of service and helpfulness. We may be very sure that if our religion makes our lives what they should be here, all will be well with us in the world to come. In these forms of community service we shall be making a most important contribution to the coming of the Kingdom of God, for what is the kingdom but organized righteousness?

We were unable to obtain manuscripts of the omitted addresses.

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Cooper, Thomas, Lexington, Kentucky. Representing Agricultural College.

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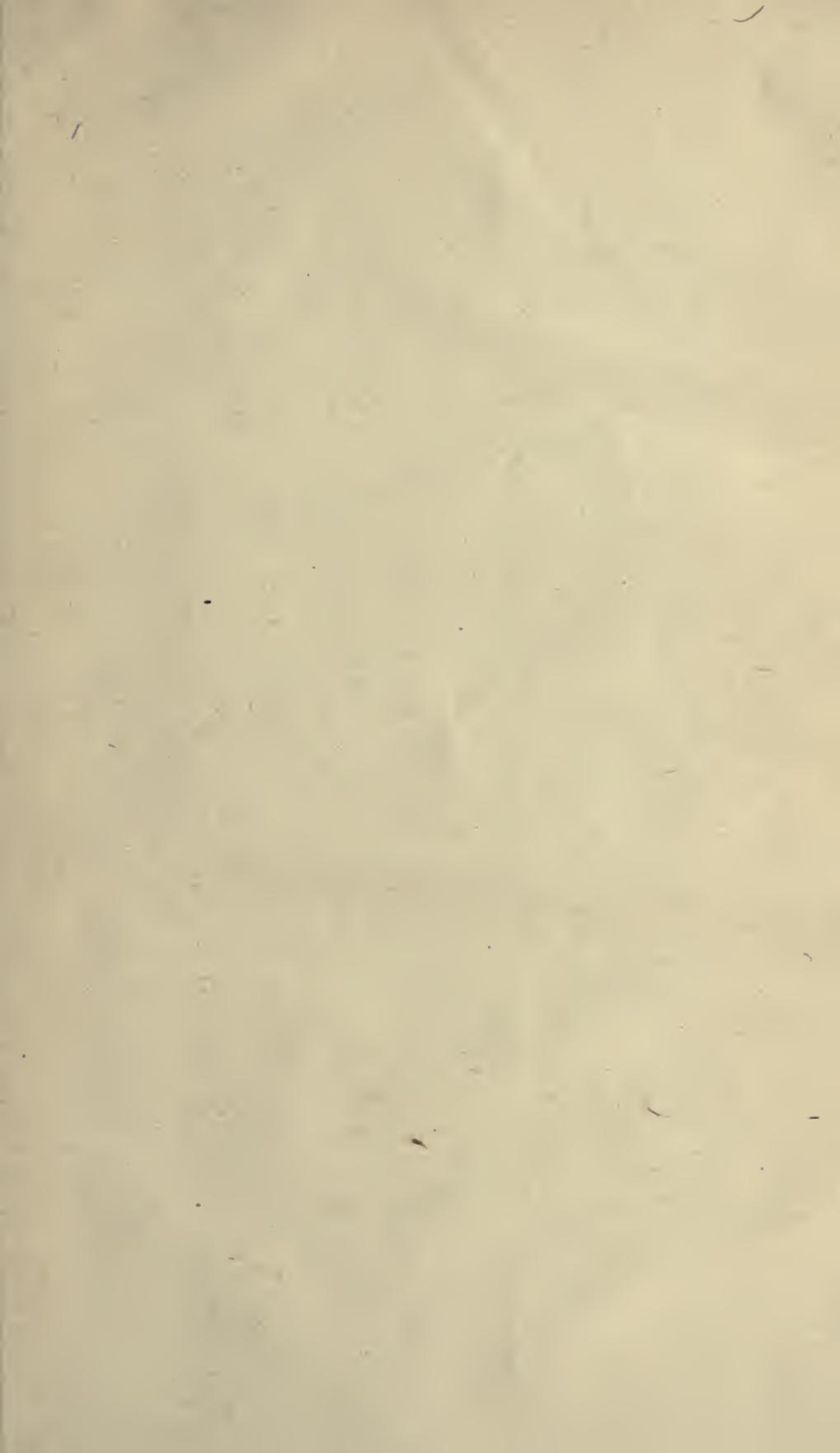
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